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ABSTRACT

This is the report of House hearings on H.R. 17131, the "Youth Safety Act." and H.R. 17307, the "Youth Camp Safety Survey Act." The purpose of the "Youth Safety Act" is identified: to protect and safeguard the health and well-being of the youth of the nation attending camps by providing federal standards for safe operation of camps and federal assistance and leadership for safety programs. Included in supplemental materials is the pamphlet "Good Camping for Children and Youth of Low Income Families" by Catharine V. Richards. The report concludes with a general statement that the "Youth Safety Act" strengthens organized camping. (JA)

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YOUTH CAMP SAFETY STANDARDS

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HEARINGS

BEFORE THE

SELECT SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETIETH CONGRESS

SECOND SESSION

ON

H.R. 17131 and H.R. 17307

BILLS TO PROVIDE FEDERAL LEADERSHIP AND GRANTS TO THE STATES FOR DEVELOPING AND IMPLEMENTING STATE PROGRAMS FOR YOUTH CAMP SAFETY STANDARDS AND TO PROVIDE FOR A STUDY OF THE EXTENT AND ENFORCEMENT OF STATE LAWS AND REGULATIONS GOVERNING THE OPERATION OF YOUTH CAMPS

HEARINGS HELD IN WASHINGTON, D.C.,
JULY 25 AND SEPTEMBER 18, 1968

Printed for the use of the Committee on Education and Labor

CARL D. PERKINS, *Chairman*

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YOUTH CAMP SAFETY STANDARDS

THURSDAY, JULY 25, 1968

HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON EDUCATION OF THE
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 2261, Rayburn House Office Building, Hon. Dominick V. Daniels, chairman, presiding.

Present: Representatives Daniels and Irwin.

Also present: Daniel Krivit, majority counsel; Loretta Bowen, clerk; Martin La Vor, minority legislative consultant.

(The text of H.R. 17131, and H.R. 17307 follow:)

[H.R. 17131, 90th Cong., second sess.]

A BILL To provide Federal leadership and grants to the States for developing and implementing State programs for youth camp safety standards

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Youth Camp Safety Act".

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act to protect and safeguard the health and well-being of the youth of the Nation attending day camps, resident camps, and travel camps, by providing for establishment of Federal standards for safe operation of youth camps, and to provide Federal assistance and leadership to the States in developing programs for implementing safety standards for youth camps, thereby providing assurance to parents and interested citizens that youth camps meet minimum safety standards.

DEFINITIONS

SEC. 3. As used in this Act—

(a) The term "youth camp" means:

(1) any parcel or parcels of land having the general characteristics and features of a camp as the term is generally understood, used wholly or in part for recreational or educational purposes and accommodating for profit or under philanthropic or charitable auspices five or more children under eighteen years of age, living apart from their relatives, parents, or legal guardians for a period of, or portions of, five days or more, and includes a site that is operated as a day camp or as a resident camp; and

(2) any travel camp which for profit or under philanthropic or charitable auspices, sponsors or conducts group tours within the United States, or foreign group tours originating or terminating within the United States, for educational or recreational purposes, accommodating within the group five or more children under eighteen years of age living apart from their relatives, parents, or legal guardians for a period of five days or more.

(b) The term "person" means any individual, partnership, corporation, association, or other form of business enterprises.

(c) The term "safety standards" means criteria directed toward safe operation of youth camps, in such areas as—but not limited to—personnel qualifications for director and staff; ratio of staff to campers; sanitation and public

health; personal health, first aid, and medical services; food handling, mass feeding, and cleanliness; water supply and waste disposal; water safety including use of lakes and rivers, swimming and boating equipment and practices; vehicle condition and operation; building and site design; equipment; and condition and density of use.

(d) The term "Secretary" means the Secretary of Health, Education, and Welfare.

(e) The term "State" includes each of the several States and the District of Columbia.

GRANTS TO STATES FOR YOUTH CAMP SAFETY STANDARDS

SEC. 4. From sums appropriated pursuant to section 11 of this Act, but not to exceed $2,500,000 of such appropriation for any fiscal year, the Secretary is authorized to make grants to States which have State plans approved by him under section 6 to pay up to 50 per centum of the cost of developing and administering State programs for youth camp safety standards.

SEC. 5. In developing Federal standards for youth camps, the Secretary shall—

(a) consider existing State regulations and standards, and standards developed by private organizations, applicable to youth camp safety;

(b) establish and publish youth camp safety standards within one year after enactment of the Act, after consultation with State officials and with representatives of appropriate private and public organizations after opportunity for hearings and notification published in the Federal Register; and

(c) authorize and encourage camps certified by the States as complying with the published Federal youth camp standards to advertise their compliance with minimum safety standards.

STATE PLANS

SEC. 6. (a) Any State desiring to participate in the grant program under this Act shall designate or create an appropriate State agency for the purpose of this section, and submit, through such State agency a State plan which shall—

(1) set forth a program for State supervised annual inspection of, and certification of compliance with, minimum safety standards developed under the provisions of sections 5 and 9(a) of this Act, at youth camps located in such State;

(2) provide assurances that the State will accept and apply such minimum youth camp safety standards as the Secretary shall by regulations prescribe;

(3) provide for the administration of such plan by such State agency;

(4) provide for an advisory committee, to advise the State agency on the general policy involved in inspection and certification procedures under the State plan, which committee shall include among its members representatives of other State agencies concerned with camping or programs related thereto and persons representative of professional or civic or other public or nonprofit private agencies, organizations, or groups concerned with organized camping;

(5) provide that such State agency will make such reports in such form and containing such information as the Secretary may reasonably require;

(6) provide assurance that the State will pay from non-Federal sources the remaining cost of such program; and

(7) provide such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting of funds received under this Act.

(b) Any State desiring to enable youth camps in the State to advertise compliance with Federal youth camp standards, but which does not wish to participate in the grant programs under this Act, shall designate or create an appropriate State agency for the purpose of this section, and submit, through such State agency a State plan which shall accomplish the steps specified in (a) (1) through (3) of this section, and which provides for availability of information so that the Secretary may be assured of compliance with the standards.

(c) The Secretary shall not finally disapprove any State plan submitted under this Act or any modification thereof, without first affording such State agency reasonable notice and opportunity for a hearing.

DETERMINATION OF FEDERAL SHARE; PAYMENTS

SEC. 7. (a) The Secretary shall determine the amount of the Federal share of the cost of programs approved by him under section 6 based upon the funds appropriated therefor pursuant to section 10 for that fiscal year and upon the number of participating States; except that no State may receive a grant under this Act for any fiscal year in excess of $50,000.

(b) Payments to a State under this Act may be made in installments and in advance or by way of reimbursement with necessary adjustments on account of overpayments or underpayments.

OPERATION OF STATE PLANS; HEARINGS AND JUDICIAL REVIEW

SEC. 8. (a) Whenever the Secretary after reasonable notice and opportunity for hearing to the State agency administering a State plan approved under this Act, finds that—

(1) the State plan has been so changed that it no longer complies with the provisions of section 6, or

(2) in the administration of the plan there is a failure to comply substantially with any such provision,

the Secretary shall notify such State agency that no further payments will be made to the State under this Act (or in his discretion, that further payments to the State will be limited to programs or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this Act (or payment shall be limited to programs or portions of the State plan not affected by such failure).

(b) A State agency dissatisfied with a final action of the Secretary under section 6 or subsection (a) of this section may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Secretary or any officer designated by him for that purpose. The Secretary thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Secretary or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Secretary may modify or set aside his order. The findings of the Secretary as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Secretary to take further evidence, and the Secretary may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Secretary shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Secretary's action.

ADVISORY COUNCIL ON YOUTH CAMP SAFETY

SEC. 9. (a) The Secretary shall establish in the Department of Health, Education, and Welfare an Advisory Council on Youth Camp Safety to advise and consult on policy matters relating to youth camp safety, particularly the promulgation of youth camp safety standards. The Council shall consist of the Secretary who shall be Chairman, and eighteen members appointed by him, without regard to the civil service laws, from persons who are specially qualified by experience and competence to render such service. Prior to making such appointments, the Secretary shall consult with appropriate associations representing organized camping.

(b) The Secretary may appoint such special advisory and technical experts and consultants as may be necessary in carrying out the functions of the Council.

(c) Members of the Advisory Council, while serving on business of the Advisory Council, shall receive compensation at a rate to be fixed by the Secretary, but not exceeding $100 per day, including traveltime; and while so serving away

from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

ADMINISTRATION

SEC. 10. (a) The Secretary shall prepare and submit to the President for transmittal to the Congress at least once in each fiscal year a comprehensive and detailed report on the administration of this Act.

(b) The Secretary is authorized to request directly from any department or agency of the Federal Government information, suggestions, estimates, and statistics needed to carry out his functions under this Act; and such department or agency is authorized to furnish such information, suggestions, estimates, and statistics directly to the Secretary.

(c) Nothing in this Act or regulations issued hereunder shall authorize the Secretary, a State agency, or any official acting under this law to restrict, determine, or influence the curriculum, program, or ministry of any youth camp.

AUTHORIZATION

SEC. 11. There are authorized to be appropriated to carry out the provisions of this Act the sum of $3,000,000 for the fiscal year ending June 30, 1968, and for each of the five succeeding fiscal years.

[H.R. 17307, 90th Cong., second sess.]

A BILL To provide for a study of the extent and enforcement of State laws and regulations governing the operation of youth camps

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Youth Camp Safety Survey Act".

SEC. 2. The Secretary of Health, Education, and Welfare shall undertake a study of State and local laws and regulations governing the operation of youth camps to determine—

(1) the extent of such laws and regulations; and

(2) the effectiveness of the enforcement of such laws and regulations by State and local authorities.

SEC. 3. As used in this Act, the term "youth camp" means—

(1) any parcel or parcels of land having the general characteristics and features of a camp as the term is generally understood, used wholly or in part for recreational or educational purposes and accommodating for profit or under philanthropic or charitable auspices five or more children under eighteen years of age, living apart from their relatives, parents, or legal guardians for a period of, or portions of, five days or more, and includes a site that is operated as a day camp or as a resident camp; and

(2) any travel camp which for profit or under philanthropic or charitable auspices, sponsors or conducts group tours within the United States, or foreign group tours originating or terminating within the United States, for educational or recreational purposes, accommodating within the group five or more children under eighteen years of age living apart from their relatives, parents, or legal guardians for a period of five days or more.

SEC. 4. Within one year from the date of the enactment of this Act, the Secretary shall submit to the President a comprehensive and detailed report of his findings, including such recommendations as he may deem necessary or desirable to insure the safe operation of youth camps.

SEC. 5. There is authorized to be appropriated $125,000 to carry out the purposes of this Act.

Mr. DANIELS. The subcommittee will come to order.

We are here this morning to consider H.R. 17131 and related bills to provide Federal leadership and grants to the States for developing and implementing State programs for youth camp safety standards.

Each summer, more than 6 million American youngsters trek to camp all across the Nation. Surprisingly, in a total of 19 States there

are absolutely no regulations concerning safety standards, qualifications of camp personnel, or even sanitary codes.

H.R. 17131 provides for the Secretary of Health, Education, and Welfare to establish and publish youth camp safety standards within 1 year after enactment of the act and encourage camp compliance by permitting States to advertise their compliance with the standards.

In addition, there is authorized an annual appropriation of $3 million for the first fiscal year this bill is enacted, and for each of the 5 succeeding fiscal years. From the sums appropriated, but not to exceed $2.5 million of the appropriation for any fiscal year, the Secretary will be authorized to make grants to States which have State plans approved by him to pay up to 50 percent of the cost of developing and administering State programs for youth camp safety.

According to Secretary Wilbur Cohen, "existing summer camp accreditation, licensing, and regulatory programs have considerable variation both in their approach and subject areas covered. However, we do not now have sufficient information to judge the effect of these programs and in particular whether safety conditions in youth summer camps are such as to require remedial Federal legislation."

This morning we take the first major step forward to provide minimum Federal safety standards for summer camps across the Nation. We must identify the nature and magnitude of such problems as may exist, and consider whether State and local regulations are adequate to deal with them. If we determine during the course of these hearings that a significant problem exists, I pledge that I will do everything in my power to ameliorate the situation.

Summer camps deal in what is perhaps the most precious commodity we have—the lives of our youngsters. It is my sincere hope that, after careful and conscientious study of these proposed bills, we will provide parents with a single way to determine that the camp they select for their children will provide the high standards which the children of our Nation deserve for their well-being.

Our first witness this morning is the Honorable Abraham A. Ribicoff, U.S. Senator from the State of Connecticut.

It is indeed a pleasure to welcome you here, Senator Ribicoff.

STATEMENT OF HON. ABRAHAM A. RIBICOFF, A U.S. SENATOR FROM THE STATE OF CONNECTICUT

Senator RIBICOFF. Thank you, Mr. Chairman, and Congressman Irwin.

I want to thank you for giving me the opportunity to testify this morning and I commend you for the outstanding work you have done in the entire field of health, education, and welfare of children.

I am especially pleased that Mr. Mitch Kurman is present today, for more than any other person he is responsible for the existence of this bill. Mr. Kurman is a dedicated crusader in the finest sense of the word.

The hearings which have been called today on the youth camp safety bill are in the great tradition of public service which you have rendered in your 10 years as Congressman. Your leadership, Mr. Chairman, in the field of vocational rehabilitation and providing expanding opportunities for handicapped and deprived Americans has been deservedly

recognized. It is indeed a privilege to appear today on behalf of the youth camp safety bill.

Mr. Chairman, I introduced the youth camp safety bill in both the 89th and 90th Congresses. I think it would be instructive to recount briefly how the broad outlines of this legislation came into being.

Two years ago, Mr. Kurman and his family suffered an irreparable loss. While attending a recreational camp, the Kurman son, David, was killed in a canoe accident. The accident took place on a river so dangerous for canoes that no group of campers should ever have been allowed near it.

The death of a son or daughter is an intensely personal experience. No amount of sympathy or condolence can repair the awful rent in the family fabric. No amount of regret or recrimination can replace the loss.

But Mr. Kurman is both a father and a citizen. And, while not wishing to burden others with his loss, he felt he had to do something to prevent similar tragedies from occurring.

He came to my office and asked whether something could be done to safeguard other children and other families from the pitfalls of unsafe camps.

I immediately began looking into the field of camp safety.

There are some 12,000 camps spread throughout the United States. These are day and residential camps, domestic and foreign travel camps. The children and young staff members who attend them are provided opportunities unavailable in any other environment. New surroundings, new experiences, new people are all part of the camping experience. For the children of large urban areas, camps offer a memorable escape from the fumes and asphalt of the hot city. Those families which are financially able eagerly grasp the opportunity to send their children to a recreation or travel camp. For those less fortunate, municipalities and private groups are providing the funds and facilities for camping excursions.

Camps have been in business for a hundred years. And it is rapidly getting to be a big business. About 6 million children are attending some kind of camp each year. Resident camps alone have tripled in number in the last 10 years.

Almost 40 years ago a distinguished group of youth leaders and camping enthusiasts met in New York City to discuss camping in general. It was the consensus of this group that the time had come to establish minimum standards for health and safety in camping life.

This call for action has remained largely unanswered to this day. Over a generation's time has passed. We can wait no longer.

Among our 50 States there are a few with excellent and comprehensive health and safety regulations for camping. In 19 States, however, there are no State regulations at all, and in numerous others minimum standards are spotty and incomplete.

In the breach, several private camping organizations have established camping standards and provided leadership in this field. But the fact remains that these private groups encompass less than half of this Nation's camps, and it has been estimated that an unfortunately large proportion of camps fail to meet basic minimum safety standards in supervision and administration.

In my study of this field, I have heard countless tales of tragedy and horror about unaffiliated and unaccredited camps. I believe these acci-

dents are preventable and that we must act to protect those young children who may be subject to these tragedies in the future.

The only nationwide camp safety study was undertaken in 1929 and 1930. The report is old, but not outdated. It concluded that 65 percent of all accidents at camp could have been prevented by better supervision or higher standards of camp maintenance and administration. Only a quarter of the accidents were attributable solely to the camper's negligence, and half of these could have been prevented by better supervision. The report pointed out that factors such as dangerous pathways, structures, and the location of the camp itself were responsible for a high percentage of injuries received.

In 1966, the Division of Accident Prevention in the Public Health Service reported on a survey of deaths and injuries resulting from recreational activities. The report stated that the survey had called attention to the injury and death hazards involved in recreational camping.

Mr. Chairman, camps take the place of parents. They are entrusted with the care of our most precious possessions—our children. It seems to me only reasonable that our society provide parents with the means to ascertain whether the camp to which they send their children does or does not comply with basic minimum safety standards.

The youth camp safety bill would provide such guidelines. It authorizes the establishment and publication of camp safety standards by the Secretary of Health, Education, and Welfare in consultation with State and private officials concerned with youth camping. Each State would then be encouraged to establish a program to insure compliance with Federal standards. Camps which so comply would be encouraged to advertise this fact. The bill provides for incentive grants to States which establish compliance programs.

The purpose of the youth camp safety bill is to provide parents and children with a means to readily identify those camps which are in compliance with minimum safety standards.

It is not a Federal licensing idea, nor is it a means of Federal intrusion into camping operations. In fact, it specifically prohibits State or Federal officials from interfering with the curriculum or program at a youth camp.

No additional Federal bureaucracy will be established, for the administration of the safety provisions established by the Secretary of Health, Education, and Welfare is left entirely to the States.

Mr. Chairman, this legislation would not affect many of our finest camps. These camps already operate with the best interests of the child in mind. It is the fly-by-night operation, the camp which is unaffiliated and unaccredited by any responsible organization which will generally fall within the purview of this legislation. These are the camps which have the potential for staining the reputation of camping in general as well as visiting tragedy on an unsuspecting family.

In developing this legislation, my staff and I had the excellent cooperation of several major camping organizations. The American Camping Association, which includes a vast cross section of organized camping, and the Association of Private Camps have both endorsed this bill.

Mr. Chairman, we have before us not only an opportunity to protect the safety of millions of children each year but to enhance the constructive growth of the camping field. I heartily endorse the experience which a well-run camp can provide. The opportunity for recreation and the close contact with our natural environment are inestimable benefits for our children.

I have no desire to take the adventure out of camping, but there is no reason why these benefits cannot be provided in an atmosphere of safety and health. Many camps already measure up to the highest standards. Those that do not will have the opportunity to improve. And, finally, those camps which fail to offer a safe environment do not belong in business.

Mr. Chairman, I believe this bill would take an important step in the right direction at relatively little cost, and I recommend that it be given favorable consideration by this subcommittee.

Mr. DANIELS. Thank you, Senator, for a very fine statement.

I also want to compliment you for your interest in this legislation and for your leadership.

Senator RIBICOFF. The thanks really should go to Mr. Kurman. I never would have thought of this idea. He came to our office and made a very, very deep impression upon my staff and myself and, as so often happens in life, it is when an unfortunate incident takes place that something is brought to our attention. Many people would keep quiet but Mr. Kurman, having had a tragedy happen in his own family, wanted to make sure that a similar tragedy would not happen to any other child. Whatever credit is due, please give it to Mr. Kurman.

Mr. DANIELS. I might say to you that as the father of two daughters, Mrs. Daniels and I did send our daughters to a private camp in upstate New York in their earlier years. It was a very fine, very capably run camp. I was fortunate in being able to send them to such a fine, well-run and well-administered camp.

It has come to my attention over the years as a practicing attorney and as a Member of Congress that people have mailed money into some camps which were supposed to open at a certain time of the year. They did not open up on time, and as a result, some people had difficulty in obtaining the return of their deposit.

Now, such fly-by-night operations should not be permitted to exist, and this legislation will take care of situations such as that.

However, more important than that, is the safety, health, and welfare of our children. We must look into that because if you have these fly-by-night outfits around, there is also a strong chance that they are not going to provide the satisfactory health and safety standards.

Senator RIBICOFF. Thank you very much, Mr. Chairman.

Mr. DANIELS. Our next witness is the Honorable Donald J. Irwin, U.S. Representative from the State of Connecticut.

I would like to say it has been my pleasure to have known Mr. Irwin during my tenure of office here in Congress and I know of no finer, harder-working, dedicated individual than this Representative from the fine State of Connecticut.

STATEMENT OF HON. DONALD J. IRWIN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CONNECTICUT

Mr. IRWIN. Thank you, Mr. Chairman.

Senator Ribicoff just said and made the point that Mr. Mitch Kurman, who is from Westport and a constituent of mine, is the man who really should be heard here today and not only heard but listened to, and I hope that we can go forward and give consideration to this legislation, report it out of committee and go forward. There is no question but there is a need for this legislation, and we have to help create some standards.

We live in an era of tremendous growth of affluence where people can afford to send their children to camp, and this growth is continuing at a tremendous rate. Established camps cannot keep up with the demand for their services. Consequently, a lot of new camps are coming into operation and some of these camps are run by people who do not have quite the experience they should have.

The need for legislation is more pressing now than it has been in the past, since more people than ever before can now afford to send their children to camps. The risks that can come from not having proper safety standards and regulations is now of great importance.

I know the Department of Health, Education, and Welfare has recommended a study of existing camps all across the country. However, I feel we have already had too many studies and not enough concrete action. I know the parents of this country would welcome standards by which their children's camps may be judged.

At this time, I would like to introduce Mr. Mitch Kurman to the subcommittee for his remarks.

Mr. DANIELS. Mr. Kurman, will you step forward to the witness table, please.

Would you be good enough to state your full name and address for the record, please. You may be seated; make yourself comfortable.

STATEMENT OF MITCHELL KURMAN, WESTPORT, CONN.

Mr. KURMAN. My name is Mitchell Kurman. I am a resident of Westport, Conn. Congressman Irwin is my Representative and Senator Ribicoff is my Senator.

I am very thankful to the committee, Mr. Chairman, for taking an interest in this. I would like to simply state a very few things which may have some bearing on this.

A number of people said this came about as a result of my efforts. This is not the Kurman boy tragedy. Unfortunately, this is a situation that continues on to this day, and it pertains to all of our children whether they be the very affluent or the very poor, regardless of the section of the country that they come from.

Unfortunately and pathetically, there is no way of determining the suitability of a camp. You can only go by the brochure which can be absolutely truthful or absolutely meaningless.

From sad experience, I know of two incidents where a boy was severely injured and another boy was dead, and the camp used the

same brochure the next year. I think that ought to emphasize the veracity of the brochures.

I have seen emblems and other symbols put on brochures. When I checked them out or had them checked out by friends, the inquiries were simply ignored. That is the background on this.

When I started looking into this situation, it seems if we can have a truth-in-lending bill, if we can have all sorts of legislation which may or may not be good—I personally think it is—I feel our own children are certainly far more important than anything else this Government has to concern itself with. I think a parent who is interested in sending a child to a camp should have something they can go by besides a brochure which may be of value or it may be simply worthless.

I want to emphasize this and I think it is important: I am not against camping and I am not against the camping industry.

To emphasize what I am saying, my own little girl is going to a camp this summer, and I sent her to a camp last summer. This is what brings this thing out so dramatically. My daughter asked me, "Daddy, can I go to camp? I would like to go to a camp." I told her, "Ruthy, I would love to send you but how in the world can I find a camp? You know what happened to your brother. You know what those brochures are like."

Well, no one had any rest or peace. My wife and I had this on our minds. We did not want our children to grow up differently from other children in the area. We wanted her to go to camp and we wanted to have just the assurance that it was a reasonably safe camp. Accidents will always happen but I just wanted a reasonably safe camp.

We did a tremendous amount of looking. I actually drove 300 miles to go up to the campsite. I was formerly a biologist with the New York State Conservation Department and I think I know a little bit about water. I went around the lake to inspect it and everything to see if there was a gradual slope, a rocky shoreline, what was on the shorefront, and so on. I inquired in town whether or not the camp was ever in trouble. I finally convinced myself it was a good place and I sent the child to camp. It was Camp Dunmore in Vermont. She has been happy and I have been happy that I found a fine place for the child.

But why should I or why should any parent have to go through all of that to find a suitable place for a child?

I think enough misery has taken place, and I am not discussing my personal situation that has followed since. I think the people of the country have a right to expect that action will be taking place now. I think that the gentlemen down here realize the gravity of the situation and certainly parents back home, regardless of where they are living, are all shocked. All presumed there was such legislation for their children.

I want to thank the committee for their time. I did not follow my script that I wrote. I just spoke from my heart, the way I feel about this, and I sincerely hope that action will take place.

Thank you.

Mr. DANIELS. Mr. Kurman, if you have a written statement, I would suggest that you offer it for the record and it will be printed in full. I will assure you that I will read it over very carefully.

(The statement follows:)

STATEMENT OF MITCHELL KURMAN, WESTPORT, CONN.

The "Youth Camp Safety Act" is a law long overdue. Its passage becomes more urgent each year. Unfortunately what is involved in the "Youth Camp Safety Act" is the health and safety of our own children. No function of government is more important than the protection of our children.

Under present conditions tragedy will strike anyone whether rich or poor, whether knowledgeable or ignorant, and regardless of where the victim is from or where he is attending camp.

Summer camps, which care for six million youngsters per year, are required in almost all states only to comply with the sanitary code (the same as required of restaurants). No laws cover personnel. Literature printed is often used year after year regardless of previous years' tragedies. Personnel in the vast majority of cases can consist of anyone, and because the industry pays little, they are scraping the bottom of the barrel for help. Surely our children deserve better. With all the facts and knowledge before you gentlemen as Congressmen, I am convinced you have no better way of determining a camp than any citizen. There is no way.

I wish to emphasize I speak on behalf of anyone's child attending a summer camp. What should be a happy memory becomes a haunting nightmare to the parents and even to the surviving children. It is not easy to shake off the memory of a drowned buddy, or a molesting by a sex-deviate leader, or the simple inept or incompetent actions that lead to crippling and death of some of the group.

As a citizen simply interested due to the death of my own son, I have a file of other camp accidents besides the one that cost my son his life. They range from New York to North Carolina to Connecticut to California. In every case the death or injury could have been prevented had the camp owners or directors trained their counsellors properly, used proper equipment, and hired mature leaders who could use common sense. In a properly run camp a leader not only knows what to do in an emergency but can look ahead to avoid or prevent such a situation from arising.

There are a number of organizations which have set up standards for their member camps. However, the vast majority of the camps have no affiliation and are only as safe as the individual owner cares to make his camp. No industry has successfully policed itself voluntarily. That is why this country needs the "Youth Camp Safety Act" to protect all children who attend summer camps. This bill will not regiment camps. Each camp can still operate its own individual program. This bill will merely set up minimum safety standards so that a parent will know when a camp is approved in this way it will be safe. This is little more than a simple "Truth in Camping" bill. Our children need it.

Mr. DANIELS. I would like to ask you a few questions.

Your interest in this legislation was brought about because of a personal tragedy you suffered a few years ago?

Mr. KURMAN. Right. I formerly worked for a number of camps as a counselor. I always thought they were all right.

When my boy was killed, it took a long 3½-day search to find the boy's body in a raging hellhole that no man in his right mind would ever attempt. When I saw what I did, as a biologist, if I was ever told to investigate that water, I would probably sit on a river bank and write out a report. I would not go into that water. I do not know of any of my colleagues who would have gone in there.

Mr. DANIELS. Did your son lose his life by drowning?

Mr. KURMAN. My son lost his life by drowning. He was in a canoe and the canoe was upset in turbulent water. The other boy was severely injured and the leader of the canoe trip smashed his own canoe.

Later, I drove to Canada and I spoke to the Ontario provincial police. They were in a previous accident up in Canada. Following the previous accident in Canada——

Mr. DANIELS. For the purpose of making the record clear, where was this camp located to which your son had been sent?

Mr. KURMAN. This is the reason why the type of legislation you have brought forth is extremely important. I am a Connecticut resident. This was a New York State camp. The boy lost his life in Maine. They jumped around like a chicken on a hot frying pan. It is impossible for a parent to determine the safety of a camp in most cases even within one's own State.

Mr. DANIELS. You said the camp was located in New York State but your son lost his life in Maine?

Mr. KURMAN. That is right.

Mr. DANIELS. Were they transported to Maine for the purpose of a trip?

Mr. KURMAN. It was a canoeing and hiking trip. They took the boy in a specially built truck with canoe racks on it into northern Ontario, Canada, then to Maine, and this is another reason why your law is so desperately needed.

Following the second accident in which my boy lost his life, the same leader was permitted to continue on.

Mr. DANIELS. How many boys were transported in this truck from the camp for this canoeing trip?

Mr. KURMAN. I am not certain of the number. I think it was 12 or 14, somewhere in that neighborhood.

Mr. DANIELS. You stated that your boy lost his life and the other boy who accompanied him was severely injured?

Mr. KURMAN. That is right.

Mr. DANIELS. Was anyone else injured?

Mr. KURMAN. No.

Mr. DANIELS. Was your consent obtained by the camp to permit your boy to embark on this canoeing expedition?

Mr. KURMAN. Sir, the camp prints a brochure which I think would satisfy anyone, had they looked at it and had they studied it. I certainly had the utmost confidence in the boy's ability to swim and I certainly did not expect anything of this nature. I expected adventure. I expected fun. I expected good, hard work, and I expected him to be paddling which is what I wanted and which is what I sent him there for. I did not send him on any expeditionary situation, something to endanger his life.

Mr. DANIELS. Did you know in advance that he might go on a canoeing trip outside of the camp boundary lines?

Mr. KURMAN. As far as that is concerned, I knew in advance that he would go outside of the camp area. I presume, and this is a fatal mistake of most parents—they presume the camp knows what it is doing. They presume that the camp knows the locality that they are going to. The leader had not been to this river. He did not listen to——

Mr. DANIELS. When you say leader, do you mean the counselor in charge?

Mr. KURMAN. The counselor in charge had not been to the river.

Mr. DANIELS. How old a person was he?

Mr. KURMAN. That is a questionable fact there. When you speak to the boy who led them, and I mention boy in the strongest sense, he was a nice fellow but I think a little immature. He told us he was 22. The camp told us he was 24. The truth lies somewhere in between.

Mr. DANIELS. How old was your son?

Mr. KURMAN. My boy was fifteen and a half.

Mr. DANIELS. Had he had any previous camping experience?

Mr. KURMAN. Yes, sir. I sent him to Burchard Hills and Shaker Hill camps, which he enjoyed.

I am not a wealthy man but I am not pleading poverty either. I guess you might say I am a man of possibly even better-than-average means. I did not want that boy growing up in a goldfish bowl of Westport, Conn. I thought it would be good for him to get around.

When I got this brochure I thought that camp would be fine. The boy loved to read. He was a good student and I thought this was something—how in the world could he be reading a book while he is paddling a canoe? This sounds good. I have the brochures. I have photographs of the river and everything else. I do not know if this material would be of any interest to you or not but I would be glad to show it to you.

Mr. DANIELS. Do you know anything about the river where your boy lost his life?

Mr. KURMAN. I do know, yes. It is the west branch of the Penobscot River near Millinocket in the State of Maine.

The Great Northern Paper Co. has one of the biggest papermills up there. They shoot about 180,000 cords of pulpwood logs to the mill below.

In this stretch where the boy lost his life, which they call Passmaquoddy Falls, the logs actually tumble end over end; they don't float. I fail to see how anybody can come out of that type of situation.

As I say, I formerly worked around water. I was formerly a biologist. I have seen a number of rivers in my time including the Snake River out in Idaho. I consider this more dangerous because of the additional hazard of the logs going through.

I have to commend the Great Northern Paper Co. and I have to give them every bit of credit due them. They were decent enough to close down their entire operation. They employ 2,000 men working 7 days a week. They closed down everything to send out special crews, special volunteers, special equipment to help us find the boy. A little after 3 days we found the boy.

Incidentally, this, I think, may be somewhat of a reflection on the camp. The camp did not stay until we found the boy. They simply left, and this is the reason I want this legislation. They left being led by the same leader who led them through the hydroelectric system up in Canada, who led them down the sluice in Maine, and they let the same fellow continue on. We found out he led them up a dangerous trail at Mount Washington.

Mr. DANIELS. Have you made any inquiry of the State of New York as to whether or not there are any laws which exist in that State which regulate the operation and safety and provide any safety standards for health and welfare of the campers?

Mr. KURMAN. Yes, sir, I did. I went to Governor Rockefeller's office. I was naive. I thought if you brought this to the attention of the officials they could tighten up on the situation. I certainly did not expect to see my own boy alive again, but I felt why should this happen to someone else's child. I brought it to their attention and I asked them if

they could tighten up on the situation to prevent similar tragedies occurring with other children sent to camps in New York State.

I was told, "Well, what do you expect us to do?"

I said, "There must be some legislation. There is a law for spitting on the sidewalk. There ought to be a law for taking care of the camps for children."

Well, they have to comply with the sanitary code. I asked what that meant and they said that simply means safe food and safe water. I asked what about the personnel and I was told they were not concerned with personnel.

I said, "Do you mean to tell me legally the camp can employ an individual who is fresh out of a mental institution or a criminal institution or a dope addict or a sex deviate?" And, incidentally, I have records of other camps.

I was told that they doubted that they would and I asked if they could and they said yes, they could. There is no legislation regarding personnel. I said, "How can I determine if a camp is safe when I want to send a child to camp?" I was told, "Well, they all print brochures." I am glad they said that because following the summer tragedy which I have described to you, the camp issued the same brochure the next year.

Mr. DANIELS. Then at the time your boy met with this unfortunate incident, New York State failed to have any safety standards except with respect to food and water?

Mr. KURMAN. And the sanitary code.

Mr. DANIELS. What recommendations would you make as to camp safety?

Mr. KURMAN. My own personal feeling in this matter is this: In an area where we should have the utmost competence, and I am not saying this flippantly because I have thought about this to a great extent—I just had a cesspool put in. I do not want to appear flippant about this, but this fellow who put in the cesspool had to be licensed. To collect garbage in New York City, you have to prove good moral character. I think our children certainly are deserving of equal protection.

As far as the entire camp structure is concerned, I have looked, I have searched high and low. I even found out and I have the names and addresses of camp lobbies, registered lobbies in the different States. I have some of their names in Maine and some of the names from New York State and elsewhere. I see nothing wrong with it. It is a business, but let's face it, it is a business. It is a business the same as any other business and every business I know of is subject to some safeguards to protect the public. I would like to know what kind of sacred cow is the camping industry which enjoys immunity from the basic safety provisions that are certainly far less than for some other industries.

In my own industry, I think this is borne out. In the old days anything and I mean literally anything would be stuffed into a mattress. I happen to be in the wholesale furniture business now. There were screams about this but our industry has not been hurt one bit.

The legitimate businessman does not have to compete against the illegitimate fellow who is taking all sorts of shortcuts and the public

has actually forgotten the dark days. They have a new respect for our industry.

I feel that the camping industry itself will benefit from this. As I said, I am sending my own girl to camp now. I am not against camps. I simply want to see a safe situation, a situation whereby the parent can have an idea of the nature of a camp. If a parent chooses to send a child to a camp that is definitely dangerous or something of that nature, that is something else; but I do not want to be left to the mercy of a brochure which I do not feel is worth the paper it is printed on.

Mr. DANIELS. It is your opinion that we should promulgate rules and regulations not only as to safety and health but also as to the minimum qualifications for camp personnel, and particularly camp counselors?

Mr. KURMAN. I think so, sir.

I would ask you this, if I may, or I would ask anyone in the room. If anyone here has a child or a grandchild, a niece or nephew, think for a moment. How can you determine a camp to which you want to send a child? It is an awfully difficult decision to make especially if you have the background that I have dug into on this thing where there is nothing you can go by.

Mr. DANIELS. I had personal experience along this line. I have sent my children to camp for several summers. Of course, I did not do it blindly. I made it my business to visit the camp, to see, No. 1, where it was located; No. 2, the type of people running it; and, No. 3, who attended. I formed my own opinion as to whether or not I thought that was the type of camp to which I would like my children to go.

Mr. KURMAN. Sir, you brought out a very important point which I was reluctant to mention, but I see no point in sitting back on it.

If you picked up a copy of most of the big newspapers—The New York Times, or any of them—you will see advertisements for camps in Colorado, Wyoming, New Hampshire, North Carolina; for that matter it could be any place. In a great many places it is simply impractical for a parent to go out and take a look at the camp. There should be a certain amount of truth in camping, so to speak.

In the case of my own boy, this was the YMCA which is possibly a bit of a sacred cow in some respects, but I think they would be far better off had they realized and corrected this situation rather than trying to just make believe nothing at all ever happened.

I have some rather damning evidence not just in the case of my boy but also in the case of a California accident and a case of an accident right in my own hometown.

My boy was killed August 5, 1965. I travel tremendously from Virginia all the way into Maine and all the way out to Chicago.

On the way back from a trip to New York State about 1 or 2 in the morning, August 5, 1967, I heard a newscast. This was about 1 or 2 in the morning and naturally it was on my mind because it was the second anniversary of my boy's death—"Camp truck overturns—five are killed." I pulled over to the side of the road. I actually thought it was getting the better of me. I tried picking up the newscast on different stations. I finally waited half an hour until it was rebroadcast. When it was, I became determined I was going to go out there and get

that information. I flew to California. I have the entire report on that accident.

With your permission, I would like to simply state the facts of that. They loaded 62 children and 8 counselors on a flat-bed truck. They let a 20-year-old counselor drive it on the Nimitz Freeway or Expressway. The speedometer reading from the crashed cab was 58 miles an hour. The police reported this truck did not jackknife; that is, it did not double around. It somersaulted. Four children and one counselor were killed instantly; 15 were very seriously injured. All of the children had to be taken to the hospital. They had to commandeer every available vehicle. The policeman on duty said it was the worst he had ever seen. That is one situation.

There is another situation which bears looking into, and I think it is rotten. As long as I have gotten this far, I might just as well go on with that.

No. 1, most people presume when they send their child to a camp that is part of a national organization and there is some responsibility. Well, when the chips are down, when there is a serious or dreadful tragedy, it always becomes the responsibility of the local "Y" not the national "Y." So it falls back on the local "Y." So, you are not dealing with a national organization. The literature looks like it is but it is not.

Then, another ugly situation: A boy was taken from Westport, Conn., into Massachusetts. He fell. He had a severe skull fracture. I will have to beg a little indulgence of the people here. I am not certain if it was 3 weeks or 3 months that he was in a coma, but it was extremely serious. The boy to this day has a severe injury. He sees double any time he looks eye level or above. He can only look slightly downward.

When his father spoke to me, he said, "I wish you luck. You are up against one of the biggest things in the world."

I said, "I know it but this is too raw to let it continue on."

He said, "In our case, they fell back on a doctrine of charitable immunity. There was no question of right or wrong. There was no question of injury to the child. A shoemaker could have looked at that boy's head and could have seen that the boy's head was fractured."

At that time, Connecticut had the Charitable Immunity Act. As a result of an accident, that law was taken off the books.

Mr. DANIELS. You are getting into an entirely different field. You are getting into the field of the legal responsibility of a charitable organization to respond in damages for negligence or failure to exercise proper care. Although that is important we do not want to get into that problem now. We want to confine these hearings to whether or not we should adopt legislation regulating the health and safety of the camps, and I would like to limit the testimony to that point at this time.

However, you have made your point to the committee that there is a need for such legislation.

Do you care to add anything further as to what the proposed legislation ought to encompass?

Mr. KURMAN. I would like to make a few comments on that. I am not a lawyer and I do not have a legal mind, but to my way of thinking if an individual is in an accident driving an automobile, he is usually

called in for some sort of hearing. If he is at fault, in many cases he loses his license to continue driving.

I feel that the camping industry unfortunately is not policing itself. They are not doing any sort of job of policing themselves, and I feel that, considering the commodity that is involved in that industry, which happens to be a child which can belong to any of us, an outside force such as the Government is needed.

I want a situation where, if an accident happens, if a tragedy takes place, they have to explain at a hearing.

I sincerely feel that after the first accident in Canada, had they been called in for a hearing, possibly my boy would be alive today. After the second accident in Maine, had they been called in for a hearing, those other boys would not have been put in jeopardy.

I simply want truth in camping in the form of a bill.

Mr. DANIELS. As I stated, Mr. Kurman, in my opening remarks, about 6 million children are sent to camps each year. My own investigation discloses there are 19 States that have absolutely no regulations concerning safety standards, qualifications of camp personnel, or even safety codes. So, I do feel as you do that there should be some legislation along this line. Inasmuch as so many States have failed to enact legislation to protect the health and welfare of the children who attend these camps, in my judgment, the Federal Government ought to furnish the leadership and should take the necessary steps to have all of the States of the Union adopt some rules and regulations.

I want to compliment you for the role that you have played in bringing so forcefully to the attention of the Members of Congress the lack of legislation in this area, and I am hopeful that we will be able to adopt some legislation.

Mr. KURMAN. I want to thank you, sir. I think it is a wonderful thing when an ordinary citizen of this country can go before the representatives that we have and get a hearing such as I have had. It certainly does far, far more for my feelings toward the wonderful country we live in than anything I have ever read in textbooks or anything else, and I want to thank you very much.

Mr. DANIELS. In our form of government you may always have the opportunity of consulting with your Congressman. Mr. Irwin is here, and very interested in this problem. I might repeat he is a very fine Congressman and I have the utmost regard and respect for him.

Mr. IRWIN. Mr. Chairman, I would like to thank you for this opportunity you have given Mr. Kurman to be here. The fact is that we first met quite a long time ago. His persistence is marked by the fact that he is here today. I first met him in Bridgeport at my office where I have office hours on Saturday for my constituents. I am happy he came to see me, and I am happy he is here today. I would suggest that Mr. Kurman keep in touch with the staff of this committee. I think the staff will be happy that he does because they will find him a persistent helper. They have a lot of responsibilities and they may turn to other things, but he will remind them of the need there is to pursue this legislation, and I think eventually they will be proud of what they have done, thanks to his help and persistence.

I want to thank you very, very much for giving Mr. Kurman the opportunity of appearing here.

Mr. DANIELS. Our next witness is Hon. Benjamin S. Rosenthal, U.S. Representative from New York.

STATEMENT OF HON. BENJAMIN S. ROSENTHAL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. ROSENTHAL. Mr. Chairman, before I proceed, I would like to introduce to the committee two distinguished guests of mine.

Mr. Tokuma Utsunomiya is a Member of the House of Representatives in Tokyo, and he is accompanied by Mr. Peter Shinobu Higashi, who is with the Associated Press in Tokyo. They have been visiting with us and they have learned a little bit about our procedures. When we leave here, I shall explain in greater detail the opportunity that the subcommittee offered Mr. Kurman as just a plain citizen to come here to testify.

Mr. DANIELS. It is a pleasure to have your distinguished guests attend these hearings, and I hope they will get some idea of the congressional process that we employ here in the United States of America, and I do want to say to you gentlemen that I hope your stay in the United States, and particularly here in the District of Columbia, will be most enjoyable and informative.

Mr. ROSENTHAL. Mr. Chairman, with your permission, I shall insert in the record the statement I have. It covers much of the material which has been stated by you, Mr. Irwin, and Mr. Kurman.

(The statement follows:)

STATEMENT OF HON. BENJAMIN S. ROSENTHAL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman, this summer, more than six million children will enjoy the benefits of being campers at approximately 15,000 summer camps throughout the United States. In millions of American homes, this summer break for the children, and from the children, has become a standard feature, giving valuable leisure and educational experiences for a substantial fraction of our Nation's youth.

While at camp, these lucky children, (including my son and daughter) will participate in a wide variety of activities. Other activities will be proscribed from these campers, and when asked why, they will be told that camp staffs must act "in loco parentis" and must therefore worry about their health and safety. What brings us together this morning is our common concern that many camps and the states charged with their supervision have been shockingly lax in performing as surrogate parents.

Most good camps subscribe to voluntary health and safety standards, and such codes are often reinforced by state laws, but only 26 states have general camp regulatory codes, and these are of varying toughness. Incredibly, in 1967, only 17 states required that a camp operator be licensed before opening his camp.

It is my strong feeling both as a parent and as a concerned Member of Congress that this situation is simply not good enough. It is for this reason that I appear before you this morning to urge adoption both of H.R. 12331, the Youth Camp Safety Bill, which I co-sponsored, and my bill, H.R. 17307, the Youth Camp Safety Survey Bill.

Since my last testimony in support of the Youth Camp Safety Bill, an advisory opinion on this bill has been granted by the Department of Health, Education, and Welfare. This report makes fascinating reading, since it admits both to a gap in camp safety standards and an unawareness of this deficiency.

The HEW report acknowledges that most states required absolutely no camp licensing or inspection, and that only half of our states had any kind of regulatory programs at all. This report also cites favorably the various camp accreditation programs now in effect by the American Camping Association and other similar voluntary groups. But, as HEW admits, such programs place relatively slight emphasis on compliance with minimal safety codes.

While thus concurring with my own knowledge of camping safety standards, HEW claims insufficient data to make an authoritative judgment about H.R.

12331. For this reason, I have more recently introduced H.R. 17307, whose simple purpose is to authorize the compilation of the information deemed necessary by HEW. This bill, the Youth Camp Safety Survey Bill, authorizes the Secretary of Health, Education and Welfare to determine the extent and effectiveness of State and local camp safety laws and regulations, and provides him with the funds needed to carry out this study.

I respectfully suggest that the Committee consider combining these two measures by requiring, in its final version, that HEW first survey state and local camp regulation and then establish strong federal standards to remedy the deficiencies which the survey discloses. The basic provisions of federal assistance grants to state camp safety programs and of state execution of federal standards should, of course, remain in the final bill.

Anybody who has ever been to a summer sleep-away, or on a camp travel program, knows full well that almost every camp activity can also be viewed as a potential threat to camper health or safety. Swimming and boating activities are perhaps the clearest examples of this, but all craft activities, all athletic activities, all hikes and camp-outs, and even dramatic activities, have dangerous elements in them.

Camps are artificially created total environments whose administrators must plan carefully to guarantee that all of the basic needs of group living are provided in a safe, clean, and healthy manner. All questions of food supply, preparation and distribution, all questions of adequate sleeping arrangements, fire safety, water supply and sewerage, and health services become the responsibility of camp directors. Parents are almost helpless after they transfer this responsibility to camps which they find difficult to evaluate.

Perhaps even more fundamentally, the group focus of most camps requires the guiding hand of skilled, mature, and sensitive counselors, for in the hands of an incompetent counselor, even rest periods can become hazardous.

From this necessarily brief list, it can be easily seen, that all camps contain within themselves room for enormous mischief and and misfeasance. To meet this grave threat, various camping associations have formulated basic safety codes, but these are adhered to with widely differing degrees of enthusiasm by subscriber camps. Worse, as Senator Ribicoff indicates, only half of our summer camps can be said to match even the most minimal of safety standards.

Under these conditions, I contend that most of our states have failed dismally to live up to their obligations "in loco parentis." In 1966, 40 states had still not established minimal qualifications for staff and supervisory personnel, and 19 states had no camp licensing provisions, 31 states still had no health or sanitation codes for camps, and 24 states had no water safety and equipment regulations.

Clearly, then, many states and more camps have acted as poor parents indeed. H.R. 12331 seeks to encourage states to fulfill their proper parental obligations. It seeks no direct parental role for the federal government, and no new bureaucracy. The Youth Camp Safety Bill does fill a frightening gap by providing for the establishment of federal standards for camp health and safety, but would leave to the states the enforcement powers in health matters that most states now so earnestly claim.

The only things "federal" in this bill are the standards themselves and the money to be used via state agencies for the improvement of camp facilities. As long as states choose to adhere to their proper role as the protectors of public health, I see the federal involvement here as essentially advisory and facilitative. The Federal Government would set forth patterns of appropriate behavior, and would establish rewards for compliance, but code enforcement would remain under the responsibility of our states.

Critics of the Youth Camp Safety Bill have expressed concern over what they see in this bill as the threat of standardized camping. This could not be farther from the truth. Camps should be encouraged to sponsor the widest possible variety of programs.

Very frankly, I have no interest in encouraging any specific philosophy, or ideology, or knowledge, or any specific program goals, or even any favorite activity through camping. It is accident and disease statistics alone for which I seek standardization, at the zero level.

It is this very minimum standardization that eludes us at present and which we can correct with these bills.

Mr. ROSENTHAL. I feel very strongly, as Mr. Kurman, that there has to be regulation of camps. You noted yourself that 6 million youngsters go to camps every year in this country and 19 States do not have any regulation.

Your own State of New Jersey, Mr. Chairman, if I might reflect for a moment, has absolutely no camp regulations. It has no age requirements for counselors. It has no regulation of counselor to camper ratio. It has no minimum age of director. It has no regulations of requirements for training for an aquatic staff. The lifeguards they use do not have to have any experience, and there are no regulations to cover other important safety items. There is no restriction on hazardous activities.

Going down the same list, and I shall not burden the record, Mr. Chairman, my State of New York does not do much better. It has practically no regulations in these areas. The only exception is the halfway decent regulation of garbage and waste disposal and food handling.

In the area of supervision of personnel, aquatic regulations, archery ranges, horseback riding procedures, there are no regulations at all.

My own daughter is a camper at a Camp Starlight in Pennsylvania. Of course, I am concerned about her safety. My other youngster is a camper at a day camp. About a week ago he fell off a horse, landed on his head. Fortunately, it wasn't anything serious but it could have been.

These things happen because camps pick up kids 15, 16, 17 years old and anoint them with the title of counselor. The owner or supervisor of the camp is usually a high school teacher who takes this as a second supporting job. They are out to make money. Even the ones operated by the "Y's" and other philanthropic institutions do not have the resources nor the desire or commitment to safety that should be necessary.

These camps have an enormous responsibility when we send them our kids for a month or two. They take the total role of parent, with responsibility not only for feeding and housing and varying degrees of education but for safety.

One of the reasons we send our children to these camps is to get them away from the constant overview of the mother so they can develop some independence. Yet, when we do that we are entitled to something in return. We are entitled to know that the camp has qualified personnel who have a sense of responsibility, controlled by regulations and safety standards, and that they are qualified for this substitution of the mother and the father.

The sad and tragic fact is, Mr. Chairman, they cannot, and you yourself have said how inadequate our laws are.

The first bill that I introduced—and I think there were some similar bills—was for HEW to set up standards and offer the States an opportunity to develop regulations in this field. HEW reported in a letter to this committee dated April 22, 1968, that this was a difficult thing to do and what they would like to do is, first, "identify the nature and magnitude of such problems."

As a result of what I considered an inadequate response and a rather obtuse resistance, I introduced H.R. 17307, which would provide for a study of the extent and enforcement of State laws and regulations governing the operation of youth camps.

I think what ought to be done, Mr. Chairman, is to combine both of these bills, if necessary, principally to show HEW and the Nation that there is a congressional mandate to do something about this neglected field of responsibility. If we report out any bill at all, it will have a good effect because HEW will know then that Congress has finally decided to take the initiative. We will demonstrate our conviction that this is an area where something has to be done.

I would be delighted if you reported out a bill giving HEW responsibility to set up regulations, hold hearings, if necessary, and set up standards. I favor any action by the committee, even for the direction of the initiation of the study.

I think time is important. I think we should do it notwithstanding the recess. It can be done this year.

Mr. Chairman, you have been here considerably longer than I have been and you know so well Congress never acts; it always reacts. We never would have gotten a drug bill through in 1962 if Sherry Finkbein in Tucson, Ariz. had not threatened an abortion after having taken thalidomide. I hope that we do not have to report this bill out after another Kurman incident. I hope we do not have to have an aquatic disaster at some camp somewhere to provide the stimulus for us to act. I would like to think, Mr. Chairman, that we can see the responsibility clearly and precisely, and based on our sense of obligation that we would say that 6 million American children need protection where none now exists.

Mr. Chairman, I thank you for the opportunity of appearing, and I implore you to act as rapidly and as expeditiously as possible.

Mr. DANIELS. Mr. Congressman, I want to say to you that I wholeheartedly agree with the views you have expressed here. I am hopeful that the Select Subcommittee on Education will favorably consider this legislation so it can be taken up by the full committee before this session of Congress adjourns.

The hearings are now adjourned and will meet at the call of the Chair.

(Whereupon, at 11:10 a.m., the subcommittee was adjourned to reconvene at the call of the Chair.)

YOUTH CAMP SAFETY STANDARDS

WEDNESDAY, SEPTEMBER 18, 1968

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON EDUCATION OF
THE COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10:15 a.m., pursuant to call, in room 2261, Rayburn House Office Building, Hon. Dominick V. Daniels (chairman of the subcommittee) presiding.

Present: Representatives Daniels, Dent, and Mink.

Staff members present: Daniel H. Krivit, majority counsel; Martin LaVor, minority legislative consultant; and Loretta Bowen, clerk.

Mr. DANIELS. The select subcommittee will come to order.

This morning we meet for the purpose of continuing hearings on H.R. 17131 and H.R. 17307, and other bills that may be pending to provide leadership and grants to the States for developing and implementing State programs for youth camp safety standards.

Our first witness this morning is Mr. P. Frederick DelliQuadri, Chief of the Children's Bureau, Social and Rehabilitation Service, Department of Health, Education, and Welfare.

Mr. DelliQuadri, I note you have a prepared statement. You may read your prepared statement, or testify verbally, and let us have the benefit of your views on the pending legislation.

Mr. DELLIQUADRI. I would like to read the statement and supplement it as I go along.

Mr. DANIELS. All right, sir.

STATEMENT OF P. FREDERICK DELLIQUADRI, CHIEF, CHILDREN'S BUREAU, SOCIAL AND REHABILITATION SERVICE, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. DELLIQUADRI. I welcome this opportunity to appear before you to discuss some of the issues involved in developing programs designed to contribute to camp safety and am pleased that my first appearance before a congressional committee in my capacity as the recently appointed Chief of the Children's Bureau is in connection with proposals so clearly related to the health and welfare of children and youth.

Since my background encompasses experience in the child welfare and youth programs of three States, including several in Wyoming, 10 years as director of the Division of Children and Youth of the Wisconsin Department of Public Welfare and several years as Superintendent of the Division of Child Welfare of the Department of Public Welfare of Illinois, I testify with some knowledge of the need for protections that must be provided for children living in groups away

from home, whether it be camps, institutions, small group homes or other residential or day care facilities.

In our opinion camping is an outstanding type of preventive program in the field of children and youth and it should be good camping and a positive experience for children and youth.

I understand that there are several bills before the committee relating to camp safety—H.R. 17131, introduced by the distinguished chairman, Mr. Daniels, for himself and a number of other Members of the House, several identical bills, and H.R. 17307, introduced by Mr. Rosenthal.

H.R. 17131, to provide Federal leadership and grants to States for developing and implementing State programs for youth camp safety standards, would provide for the establishment of Federal standards for the safe operation of youth camps, and Federal assistance and leadership to States in the development of programs implementing camp safety standards.

H.R. 17307 directs the Secretary of Health, Education, and Welfare to undertake a study of State and local laws and regulations governing the operation of camps to determine their extent and effectiveness.

I shall not recount in any detail the provisions of the bill before you but shall share with you the extent—and the limitations—of our knowledge and the recent activities of the Children's Bureau in relation to camping.

Although there are no national data gathered on camps and camping we do know that interest in and the demand for camping has been increasing.

The American Camping Association reports that camps operated under voluntary and private auspices have increased 85 percent in the interval between 1950 and 1965. This represents a growth from 6,032 resident, travel and day camps to approximately 11,200 resident, travel and day camps.

Summer camping has been promoted by the President's Council on Youth Opportunity for children and youth from low-income families.

These camps are jointly funded through the Elementary and Secondary Education Act and the Economic Opportunity Act. A tally of these camping programs is not immediately available for the summer of 1968, but it is known that Army bases are now being used increasingly for these camp programs. For example, 1,000 children and youth were in camp at a base in Bainbridge, Md., in 1968; another 1,000 on a California base. In addition, individual and group camping has been increasing in the national forests, from 1,534,000 campers in 1950 to 10,420,000 campers in 1964.

While these scattered data do not represent the entire picture, they are indicative of rapid growth in camping.

CURRENT STATE CAMPING LEGISLATION IN THE UNITED STATES

A survey of State legislation regarding camps was made in 1963 by John J. Kirk as a doctoral dissertation at the University of Michigan.

His analysis at that time reports that 19 States have no legislation regulating the care of children and youth in camps. Although 33 States have specific or enabling legislation relative to the operation of youth camps, only 26 States issue licenses, permits, or register camps. And of these States only 21 provide for and require annual inspections of operating camps.

Of those 33 States that regulate camps in any way, all but four States delegate the responsibility to the health department. Seven States use local health departments.

Standards checked by the States vary considerably but usually include close checks on milk and water supply, compliance with food handlers' requirements, fire safety, and the number of showerheads and toilets available for the campers.

Only four States have delegated the responsibility for children and youth away from home at camp to welfare departments or a bureau of standards for child care, such as in Colorado, the most common licensing authority for child caring institutions.

VOLUNTARY SYSTEM OF ACCREDITATION FOR COMPLIANCE WITH CAMP STANDARDS

Since 1940, a national voluntary association of individuals, agency camps, school camps, church camps, and private camps has been developing standards for accrediting camps. This is the American Camping Association.

It not only has established and maintained a system of camp inspection and accreditation but it has assisted camps to meet these standards through training of personnel, conferences, consultations, and publications.

The effectiveness of the biannual accreditation system is evident in the 1967 report. Of the 734 camps visited, 642 were accredited and 92 were not. This means only 12.5 percent did not meet the standards required by the American Camping Association.

The obvious weaknesses of this attempt to assure children, youth, and their parents of high quality leadership, program, and operation on a voluntary basis are:

1. Of the estimated 11,200 camps operated in the United States, only 27.4 percent or 3,069 camps are members of the American Camping Association.

2. Because this system of accrediting is voluntary, it is not possible to enforce compliance with the desired standards. The only penalty for noncompliance is that the camp cannot use the American Camping Association seal on its literature and advertising, and it is dropped from the American Camping Association National Directory of Accredited Camps.

Although we know from the American Camping Association that there has been an 85 percent increase in the number of camps operated under voluntary and private auspices, we have no comprehensive information on the locations or conditions of camps and camping in the entire United States at this time.

There are, however, some pertinent data which reflect the extent of the problem.

1. NUMBER OF FATAL ACCIDENTS IN RECREATIONAL SETTINGS IN 1965

Although there are no precise figures on the fatal accidents occurring in camps, the National Center for Health Statistics reports that 1,733 persons lost their lives in recreational settings in 1965.[1] Most of the fatalities were drowning accidents and falls.

[1] U.S. Department of Health, Education, and Welfare, Public Health Service, National Center for Health Statistics, vol. II, Mortality part A, sec. 4. 1965.

2. STUDY OF ILLNESS, ACCIDENTS, AND FATALITIES IN CAMPS [2]

A categorical description of illnesses, accidents, and fatalities was reported in a 1965 study of 35,000 insurance claims from camps and conferences serving approximately 3½ million campers during a 4-year period.

I have a listing here, and I won't read them all, but will highight them.

Colds and tonsilitis, 6,000; cuts and lacerations, 3,500, 10 percent; sprains, bruises, and so on.

I would like to highlight the second listing, those pertaining to death claims for 88 children and youth in the same 4-year period.

Causes of death: drowning, 47; motor vehicle en route to camp, 22; motor vehicle in camp, 4; falls, 5; struck by lightning, 1; horseback riding, 1; and so forth.

Since these figures do not reflect the experience of all campers and camps, the total would almost certainly be higher. The Public Health Service figures on fatal accidents in recreation settings seem to confirm this.

Experience with camp standards in two States has demonstrated their contribution to the health, safety, and well-being of children and youth away from home in camp settings.

Michigan has legislation which requires licensing and an annual inspection of camps. Although Michigan standards are not as comprehensive as those of the American Camping Association, this State does have some required standards covering camp personnel, program, health, sanitation, transportation, site, facilities, and administration.

In 1966, 960 camps were licensed to operate by the State of Michigan. These camps served 226,817 campers. What is of significance to the camp safety bill before the committee is that this State, which is host to about a quarter of a million campers annually, reported only one death and no severe illnesses in 1967. The fatality was caused by drowning. The death of one child or youth is an irreparable tragedy for the family and our Nation that takes pride in its capability for caring for each child.

But the record of achievement of Michigan has added relevance and significance in the fact that among the five causes of death of children, accidents rank first. The Michigan record has added significance in the fact that, according to available data, Michigan hosts more campers than any other State.

Another illustration of the value of camp standards, licensing, and annual inspection to the life, health, and development of children and youth is represented in the short history of camping regulation in Colorado. Colorado has had camping legislation since 1963. However, there were no funds available for State staff until 1967. That year marked the first thorough inspection of camps by State staff.

Of the 250 camps operating in the State only 50 are members of the American Camping Association. The 250 camps serve 35,102 campers.

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[2] Gump, Arlo, Mutual Security Life Insurance Co., Fort Wayne, Ind., Sept. 29, 1967, by telephone.

On April 1, 1965, Colorado revised its camp standards. It invited all licensed camps to participate in the standard setting and provided a 5-year grandfather clause to permit camps to meet the new standards.

Operating under the revised camping standards in 1967, Colorado had 185 licensed camps; 31 camps with provisional new licenses (these camps are subject to inspection); and 34 camps or 18.4 percent with provisional licenses (those camps not qualifying by standards of one or more of the standard-setting agencies: health, industrial commission, or welfare).

Here again, the value of camp standards, licensing, and inspection to life is evident in comparing 1965 to 1967 data for Colorado.

In 1965, there were five fatalities in Colorado camps. In 1967, with camp standards that included immediate reporting of severe illness or death, licensing, and annual inspection, Colorado reported only one severe illness and no fatalities.

These two examples appear to indicate that it is possible to significantly reduce and control the hazards in camping for children and youth.

It has been evident for some years that there is need for a national inventory of camping. It has also been evident that provision should be made for guidelines to camp standards. This is a complicated task requiring a variety of standards by types of camps and services.

Types of camps include: day camps, resident camps, travel camps (both domestic and foreign), family camps, conference camps, group camps, pack camps, and so forth.

In addition, standards are needed for special service camps for crippled and handicapped children and youth, diabetics, mentally retarded, emotionally disturbed children and youth, sports camps, and I might say for blind children, also.

Being aware of and concerned about camping for children and youth, the Children's Bureau has been in continuing consultation with the American Camping Association. It has cooperated with the association in the training of staff and in designing studies of camping.

The contribution of the American Camping Association, Inc., in developing and maintaining camp standards has been of inestimable value to this Nation. But current efforts must be increased to insure safe camping adventures for children and youth.

At the request of the President's Council on Youth Opportunity, the Children's Bureau, in close cooperation with the American Camping Association and agencies of the Federal Government, has prepared and distributed a pamphlet on, "Good Camping for Children and Youth of Low Income Families."

I have an extra copy here, Mr. Chairman, if you want it for the committee.

Mr. DANIELS. Without objection, that copy will be filed with the minutes of this committee.

(The document referred to follows:)

GOOD CAMPING FOR CHILDREN AND YOUTH OF LOW INCOME FAMILIES

SOME SUGGESTIONS FOR CAMPS CONCERNED ABOUT PROVIDING EQUAL OPPORTUNITIES FOR CHILDREN AND YOUTH

Catharine V. Richards,
Special Consultant to the Chief
on Youth Services.

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Social and Rehabilitation Service
Children's Bureau
in cooperation with the
American Camping Association
1968

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INTRODUCTION

Youth of low income families from the inner city are, as are all other youth --

"like all other men;

like some other men;

like no other man."*

This pamphlet describes the special efforts of many kinds of camps to provide camping experiences for these children and youth.

Late in the season for planning for summer 1967, the President's Council on Youth Opportunity requested the Children's Bureau to prepare suggestions that would help camps to extend opportunities to children and youth of low income families. A review draft was prepared and distributed with the cooperation of the American Camping Association, national voluntary youth serving organizations, some public school districts, and various religious organizations. The many thoughtful reviewers criticized, commented, or took issue with the suggestions in the draft. We acknowledge, with gratitude, their many contributions to this pamphlet.

Although much may be said about what can be done to help young people, it remains a fact that everybody has an important part to play in creating experiences that are useful and essential to the development of children and youth, including the children and youth themselves. Few social settings can provide a more ideal environment for the healthy development of children and youth than learning from living with a small group of their peers in the out-of-doors. This is camping -- the subject of this pamphlet.

Although the content of this pamphlet is focused on summer camping, good camping is not confined to the summer months. Rather, the complexities of urban life point to the importance of year-round opportunities for camping for more young people.

As a part of the national effort to enhance the development of all children and youth, particularly those of low income families, many camps

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* Kluckhohn, C. and Murray, H.A.: PERSONALITY IN NATURE, SOCIETY, AND CULTURE.

increased the opportunities for good camping for young people in the summer of 1967. For many of the private camps, voluntary and public agency camps, and church camps, serving a diversity of young people of this Nation was not a new experience. This had always been done. But, for some others, reaching and serving young people of low income families required special effort. The following pages describe the nature of these efforts to provide good camping to young people of low income families.

PERSPECTIVE ON OPPORTUNITIES FOR YOUNG PEOPLE

With an increasing population crowding into our Nation's metropolitan areas, there is a growing segregation of families by color, economic status, and education. In areas where the residents have meager incomes and limited formal education, the prevailing conditions of the community combine to deny or defeat the hopes of young people for themselves and the hopes of their families for them. These conditions tend to be perpetuated from generation to generation.

Generally, these residential areas lack resources proportionate to the needs or the potentials of the residents. Usually, the families are poorly sheltered, poorly fed, and poorly clothed. Medical care is insufficient to assure good health. And although there have been some gains in the quality of education available in low income areas, this Nation has not yet been able to help each student achieve his optimal intellectual development, particularly in schools in the inner city. These handicapping conditions are compounded by the absence of recreational resources and the various economic and social supports that encourage the development of children and youth who reside in the more affluent sections of the community.

Young people and their families who live with the hazards of poverty may be aware of the existence of camps. However, even when camping is available to them, they may not respond to the announcements of camping opportunities for a variety of reasons. One reason could be that their experiences with "strange agencies not of the neighborhood" may not have been easy, pleasant, or even satisfying to them. Another reason may be that the parents are never too sure what tomorrow will bring. Under such circumstances, they do not expose their children to the possibility of a disappointment. Life is hard. And these parents do not want to make it harder by planning ahead for something that may not be possible when the time comes.

Another reason why families with low incomes may not have their children sign up for camp is that they know camp costs money, and they know also the family income barely covers the essentials. Most of these families have dignity and pride. They do what they can for their children, but they protect them from situations in which they may be embarrassed or hurt because they lack clothes, equipment, or the money required. Some parents and their children read the "Required Clothing and Equipment" lists on the camp brochure. And they know they cannot meet the demands. Other families may not enroll their children for camp because they do not know what needs to be done, nor how to do it. Some parents may be afraid to send their children to camp because they are unsure how they will be treated by the other campers as well as by the staff. They may even be unsure that the camp would provide the kind of experience their children might enjoy. Sometimes, too, parents prefer to keep their children at home with them rather than having them go to places the family has never visited and with persons who are strangers to the family.

A few parents may be so burdened with managing their own lives and caring for the family that they have no energy to invest in thinking about camping for their children. Others may need older children to stay at home to care for younger brothers and sisters. For some other parents, mention of camps may recall for them migrant farm labor camps or armed forces camps. Only a very few will have pleasant recollections of camping as children, or a recent experience with camping for some of their children. Briefly, low income families will have as many differing responses to announcements of camping opportunities as do all other families.

Similarly, some camps have not included children and youth from low income families for various reasons. Until relatively recent times, voluntary youth serving agencies, more often than not, had few members from low income areas. Their camps were usually unable to accommodate all the youth who wanted to enroll for camp. Thus, many voluntary youth serving agencies restricted camp enrollment to members only. Such operating policy generally resulted in "segregated" camps.

Private and church camps had similar practices. As noted previously, the affect of these practices limited camp enrollments to young people of a specified racial, ethnic, religious, or economic class.

These camps were reluctant to include campers from low income families for many reasons. They knew from many sources that including these young people would be costly in time, money, and effort. They assumed that regular campers and their families would object to associating with children from families with a different style of living or of a different color. Some camps anticipated a loss of campers and income if they changed the social composition of the camps. These realities cannot be ignored. But they can be managed.

Among the many camps of this Nation, there have always been those that considered the social composition of the camp to be an essential ingredient in the camp program. For years, these camps have had an enrollment policy that has made it possible for children from many different backgrounds to enjoy living and learning together in a camp community.

For well over a decade, this Nation has been struggling to redefine equality and to create environments for equal opportunity, particularly for children and youth. Aware of the potential that camping offers to help counter the converging social forces that constrict opportunities for children to learn together, camps have committed their resources to increasing camping opportunities for young people from low income families and for those who, for other reasons, lack a fair chance to achieve their potentials.

GETTING CAMPERS TO CAMP

Camps have reported their experiences in getting young people from low income families to camp. These experiences point up steps that are essential in assuring a satisfying adventure for everyone involved. These steps include:

1. Selecting a disadvantaged population. The camping experience can add to the campers' understanding of people. At the same time, the camp is contributing, in some measure, to equalizing opportunities for children and youth of low income families. These youth are disadvantaged in various ways:

- The economically disadvantaged. Public and voluntary agencies differ in the guidelines by which they determine human need. However, a yardstick in general use by Office of Economic Opportunity programs states, for example, that a yearly income of $3300 is the poverty line for a city family of four; for a family of 6, $4200; for 8, $5300; and so on. Thirty million Americans live below the poverty level -- and more than half of them are under 18 years of age.

- Those disadvantaged by color, particularly Negroes, Mexican-Americans, Indians, Puerto Ricans, and Orientals. Recognizing the insidious damage that results from racial discrimination, the Nation is now directing its energies to the job of correcting this wrong.

- Those disadvantaged by their parents' lack of education. For many parents, their limited education carries with it the inability to secure employment, housing, medical care, clothing, or food equal to the needs of the family. This can be a defeating experience for the head of the household. This defeat may be compounded when the father or mother is unable to help the children with their school lessons at a time when a good education is essential "to get ahead."

- Those disadvantaged by residence in a community or a section of the community in which public services are insufficient to meet the needs of the residents. When schools, housing, health services, garbage removal,

street cleaning, police protection, transportation, recreation, library service, community organization and other social services are inadequate to maintain human dignity, all the residents -- children and adults -- are deprecated in their own eyes and in the eyes of others.

This enumeration of disadvantages includes only hazardous situations in urban communities. There are many other disadvantaged young people in any community: Those who are physically or mentally handicapped; those who are neglected, abused, or abandoned; those who are born unwanted; those who are not loved; and those whose parents are unable to carry their parental functions. Each of these children lives without the advantage of wholesome conditions for human development. Although resources for helping these children and their families are on the increase, the services available are not yet equal to the need. However, the focus of this pamphlet will be on the children and youth who are disadvantaged by income, color, education, and residence.

2. Tapping community resources to find new campers among disadvantaged youth. Today, an increasing number of services are directed toward helping low income youth and their families. Some of these services include: Special programs under provisions of titles I and III of the Elementary and Secondary Education Act; programs of the Office of Economic Opportunity, including the Community Action Programs, Neighborhood Youth Corps, Volunteers in Service to America (VISTA), the Job Corps, and, in addition, the Mayor's Councils on Youth Opportunity; programs provided through State and local public welfare programs, such as Aid to Families with Dependent Children (AFDC), public assistance, child welfare services; and Medicaid programs provided through State and local health departments, including maternal and child health services, crippled children's services, school health programs, and children and youth health projects.

Through the President's Council on Youth Opportunity, summer planning grants have been made available to the Mayor's Councils on Youth Opportunity in 50 major cities. This is an added central resource from which information on needs and plans may be obtained.

In addition to these cooperative Federal-State or Federal-local community programs, some voluntary agencies provide services to residents of low income areas. These services, though not uniformly available in all communities, are provided to low income families and their children through settlements and neighborhood centers, family service associations, the Salvation Army, the Volunteers of America, and the national voluntary youth serving agencies such as Boys' Clubs, Girls' Clubs, Girl Scouts, Boy Scouts, YWCA's and WMCA's, Camp Fire Girls, Big Brothers, churches, and others. Many of these organizations include camping in their programs.

This listing is by no means inclusive of all the resources that may be tapped to find youth who need camping opportunities. Rather, it is a list of services and organizations with continuing responsibility for the well-being of children and youth. Camps should make known to these agencies and organizations their interest in providing camping opportunities to youth of low income families. Camps will find that these agencies can work with them in selecting campers, in helping these children and youth to get ready for camp and in getting them to camp, in assuring the maximum benefits of camping, and in following up on the gains made by the camper during the camp season.

Such working together by camps and agencies is essential to encourage the development of youth. Discontinuities in programs add to a young person's uncertainties about life. They serve to confirm his view that "Nobody cares about me" -- that "I don't count." In his eyes, all that adults seem to care about is that "he stays cool" and "out of the way."

3. Recruiting campers from among the disadvantaged. When a youth is comfortable because he knows his way around, for example, in his own neighborhood, trying something different may take a lot of courage. When he hasn't had many "successes" as determined by "other people," he is not eager to risk himself any more than he has to with "those other people." As a result, getting youth from low income families to camp often involves "selling" camp through face-to-face contact between camp personnel and the potential camper and his family. Such camp personnel have to respect and like human beings enough to care a lot about a stranger -- they have to be people with the capacity for compassion.

After camps secure the names of potential campers, they may want to arrange with the recommending service to visit with the family along with someone known to the boy or girl and the family.

The camp representative may want to have a few photographs or slides to show what camp life is all about. He may not use these on the first visit, but may wait until after several visits when the family has reason to believe this person can be trusted and that he will be going with the youth to camp, or will be there when he arrives.

Where camps have had campers from the neighborhood in the past, it has been found helpful to enlist the assistance of these campers in telling potential new campers and their families about camping.

Other organization camps have equipped Community or Neighborhood Aides of Community Action agencies of the local OEO programs with information about camping opportunities. Usually this involved agencies in a coordinated effort that provided families with a choice. In some comm-

nities, public welfare workers provided families with information about camping and were able to arrange for payment of a portion of the camp fee. They also arranged for physical examinations and corrective treatment as needed by the children and youth who chose to go to camp.

It is suggested that the recruiters give attention to the mutual interest that both the parents and the camp have in providing opportunities for children. Where possible, parents and their children should be introduced to the camp through a picnic or similar event at the campsite. Transportation for such events will have to be provided for the children and their parents at no cost to them.

Further, in order to make a physical examination physically and psychologically manageable for those unaccustomed to health care, it may be necessary for camp or other agency personnel to accompany the youth. For some of those in need of treatment, it is helpful to the children and the family to be taken to, or be met at, the treatment facility by a familiar, trusted person.

Ordinarily, recommended uniform, clothing, and equipment lists are based on experience with middle and upper income families. Camp personnel modify and adapt these lists as necessary to assure that each hopeful camper may get to camp. But this very process can be deprecating to a family. Some camps have now revised such lists to include only minimum essential clothing and equipment. In addition, because low income families have no margin for demands beyond food, shelter, and a minimum of clothing, the campers should be outfitted before setting out for camp. These provisions can be handled simply by camp administration without embarrassment to the camp, the camper, or his family. For example: "Camp is different from city living. There are some things you need in camp that you don't need in town. Some folks who think every youth should have the adventure of going to camp have provided the money to make sure each camper has what he needs. All they are asking of you is that you try out camp. All they are asking for themselves is the satisfaction of knowing that you had the chance to go to camp."

If the camp does not ordinarily provide bedding, it will usually be necessary for the camp administration to provide blankets, sheets, and pillow cases. This can be done in town or at the camp. It is important to make sure there is an ample supply to take care of "accidents" and to provide for "the cold" that comes with fear of new situations.

Citizens have responded well to coordinated community appeals for sleeping bags to be dropped off at fire stations or other convenient depots. Donated bags have been cleaned by cleaning firms as their contribution to the summer camping program. Other camps have purchased disposable sleeping bags that are now on the market.

The camp needs to make provision for transportation. Getting to the right place at the right time is made more manageable and less uncertain for campers if the person in contact with the family arranges to pick up the campers and deliver them to the bus or train, and sometimes directly to the camp.

This doesn't mean that these youth aren't competent and able, or that they are dependent. Rather, they are reluctant to gamble themselves in situations with which they are not familiar and to venture into strange territory alone.

ORIENTING NEW CAMPERS TO THE CAMP

Getting settled into camp will go well if the camp staff member who made the contact with the family is on hand to greet the new camper and to show him around. This "trusted person" may want to enlist the help of several experienced campers of about the same physical size as the new camper. These "old" campers should be handpicked because they are competent without any compelling need to show off -- handpicked because they have been able to "tune in" and get along with a wide range of older or younger campers.

Open spaces, distances, silence, darkness, unfamiliar noises, strange animals, bugs, snakes, or even sitting at a table with strangers can be hard for some young people. It takes time and encouraging experiences to feel capable of managing strange situations and environments. Some simple supportive structure for the first days can ease the period when the camper is getting familiar with darkness and strangeness. These include:

1. Arranging to have the "trusted" staff member assist the new camper with "settling in." If it is not possible to free a counselor to make contact in the city, an alternative arrangement may be that of assigning a skilled, mature counselor and an "old" camper to greet the new camper and to help him or her settle in.

2. Providing the campers with broad beam flashlights and access to a "buddy" for trips to the washhouse in the night. It goes without saying that the novelty of having a flashlight requires a more than ample battery supply and occasional activities that demonstrate ways to have fun with flashlights besides "bugging" cabin or tent mates when they want to sleep.

3. Having the first meal or two chuck wagon or picnic style. This informality helps campers over their uneasiness about sitting down for meals and eating with others. A cache of foods and familiar snacks should be easily accessible. These might include potato chips, corn chips, milk, pizza, sodas, cold cuts, domestic cheese, fruits, and bread or submarine rolls. These items may not represent the ingredients of the nutrition planned by the dietitian. But they are probably familiar foods to the new camper. With so many new things, it is wise to provide some comfortable escape hatches such as being able to eat familiar foods whenever one is hungry or anxious. It will be found that these youth will be heavy on milk and bread for the first few days.

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4. Helping the new camper make up his bed. The "trusted" staff member may want to do this while he explains the use of rubber sheets as a precautionary measure used with new campers until they get used to the cold, dark nights.

This staff member or the "old" camper (buddy) can also show the youth how to make a warm, comfortable bed "snug as a sleeping bag" by making hospital bed corners and tucking the bed clothes under the mattress. If the camp has a limited supply of blankets, several overlapping layers of newspaper may be spread between the springs and the mattress to give the sleeper the thermal advantage of the "California blanket" (hobo designation of the use of newspapers for body cover while sleeping).

5. Helping the new camper to get acquainted with the site and the camp resources. As with most other campers, these young people will want to find out about the camp. It is helpful to arrange for them to explore the camp soon after "settling" into the camp or the tent.

6. Having familiar activities in the living unit on the camper's first night away from home. A young person may be a little restless and may have difficulty in getting to sleep when "lights out" is scheduled. This may be particularly true for young people who are used to the noise of a city, the activity in a small household, and the erratic schedules of low income families that are built more on family situations than on being sure growing young people have a certain number of hours of uninterrupted rest. For these reasons, the first night for young people from the lower income inner city might include familiar activities such as a ball game, various adaptations of basketball, or a scavenger hunt with teams, followed by some substantial refreshments.

If some of the young campers cannot settle down, a staff person may tell a quiet tale of adventure and accomplishment of young animals or young people. If some of the older youth have trouble settling in for the night, it may be helpful for the "trusted" staff member to stay with the youth and to chat about what the campers can look forward to the next day and about other subjects of interest to them. It may also be necessary to provide for a counselor to be on duty all night.

The only point to be made here is that the "new camper" needs to have the chance to manage himself in a new situation in which everything is different. If he can have the chance to see how and why the camp operates as it does without getting in a hassle about "rules" or having a competitive struggle with camp staff, the new camper will be able to manage himself and become a contributor to the camp life and his own development.

Campers, like other people in new situations, have to test the limits. This taking measure of self and the situation is a familiar problem with which camp personnel have to deal with each new group of campers.

Children and youth need to know what is expected of them and why, as well as what the limits are and why. Limits are as important to growth as are encouragements to use creatively freedom and self. Arranging for just enough structure of rules, regulations, and staff to support new campers and yet to allow them room for initiative in developing their own controls require skillful judgment. It calls for knowledge of campers, staff, and the camp resources, respect of the personal capacities of campers and staff, the skill and adaptability responsive to developments. In part, staff can prepare for eventualities by considering various situations and alternative courses of action within a framework of helping campers move toward self and group management according to their developing competencies.

USING CAMPING FOR
ADVENTURE, SELF-DEVELOPMENT, AND FUN

Resident camping, in particular, can provide an ideal environment for learning by doing. The experience of living with a small group of peers in the out-of-doors can afford unlimited opportunities for managing self and for sharing responsibility for the management of the affairs of the cabin, unit, and camp. Through the range of individual and group activity and action, it is possible for young people to acquire new perspectives of self, other people, and the world about them. In so doing, they can develop skills, abilities, and understanding essential to living competently as individuals and as participants in a democratic society.

Possibly of equal importance for young persons is to have ready access to fun, adventure, and excitement without the clutter of schedules, regulations, or procedures that are not understood. For some, the enjoyment may be the leisure and the encouragement to try themselves out in safe situations where the only test is a measure of personal and group pleasure or accomplishment.

Some Characteristics of Youth from Low Income Families

Children and youth from low income families have strengths. They have liabilities. These strengths and liabilities are like those of all other youth. However, one important difference is that children and youth of low income families have usually had their liabilities held up to them more than their strengths. It is their strengths that may be so valuable to the young people, to the camp, and to the other campers.

Although some characteristic traits of many of these youth are listed here, they are intended only to help counselors and camp administrators to respect these differences and to gain an understanding of these youth.

Youth who have been subjected to prolonged economic or social deprivation have usually learned a repertoire of responses that are used to protect their integrity as persons.

Children and youth from low income families may behave in any or all of the following ways:

They may be withdrawn and uncommunicative; they may be restless and hyperactive.

- They may be hostile to authorities either through their silence (usually termed insolence) or through actual physical violence. Most frequently, physical violence is surreptitious, on the hit-and-run order, or is a breakdown in control during a violent argument. This latter situation usually arises only when they are pushed to the outer limits of frustration, deprecation, or defeat.

- They may have difficulty in concentrating on a given interest or task. These youth frequently have had more failures than successes in the main stream of their communities. For this reason, they haven't learned to trust themselves to keep trying. In other words, they haven't had enough successes to hope. This means they may stop short of their capabilities because they are baffled by the problem. A helping hand at the right moment may introduce a youth to a new view of what he can do.

- They may have little understanding of the relationship of what they know and can do in solving problems, of how to get along with strangers, of how to manage their own lives. Counselors can help them make the connection by referring to the abilities they have demonstrated and which the counselors have observed.

- Some characteristics of these youth that show up in classrooms may be more easily accommodated in camps. Disadvantaged children and youth often "...talk out, fool around, play tricks, tap feet and pencils, make noise, don't sit still and screen out the teacher's voice."1/

- In addition, "many disadvantaged children -- seem to be suspicious, to carry a chip on the shoulder, to feel picked on. They may pull away from and resent a teacher who in all friendliness puts a hand on them."2/

No one of these ways is exclusive with low income youth. They also may be the ways children and youth of middle and high income families have learned to manage the bombardments on their personal integrity. However, these behavior styles are more prevalent among disadvantaged youth.

Much of the conversation of inner city youth may be sprinkled liberally with obscenities and profanity. Such words are simply handy,

1/ Noar, Gertrude: TEACHING THE DISADVANTAGED. Washington, D.C.: National Education Association, 1967. (p. 6.)
2/ Ibid (p. 7).

familiar ways of expressing their feelings. Usually, there is no reason for a counselor to get upset about their use. He can, on occasion, ignore them; or, if this is not possible, he can dismiss them with: "That is one way of expressing your anger. You are capable of doing it in more acceptable ways." Later, when the counselor and the youth are alone, the counselor can comment on the rough language and how it can get in the young person's way because "It isn't appropriate in some situations."

Stealing is not a new problem in most camps. Younger or older people steal for many different reasons. Youth from low income families may have learned in their neighborhoods that anything you can get away with is fair gain. Such attitudes as these may result in "scapegoating" the camper who is different.

Various methods have been used by camps to recover lost, mislaid, or stolen property. One of the chief concerns is to recover the item, return it to the owner, and prevent a recurrence of such incidents with a minimum of distrust and recrimination. Some counselors call the camp unit involved together to report that an item is missing. Then everyone is asked to look for it. The counselor explains, "In camp, we can get along best if we respect each other and each other's property. That is one sign of growing up." He indicates he will place a box in some designated spot where everyone passes. He suggests that the item should be in the box before a given time. If it isn't, and there is sound reason to believe the item was stolen, then the unit will have to meet again and discuss next steps. Hopefully, this will not be necessary because, as the campers are told, they can use their time for more interesting activity.

Some Rules of Thumb for Working With Low Income Children and Youth

Generally, it is found that children and youth of low income families are like all others. Possibly, the most critical situation to be handled by camp staff and campers is their fears of the unknown "strangers" and what to expect of each other.

Because of the abundance of information and misinformation about classes of people, arranged in neat statistical packages with trim labels, both campers and staff may discover the individuals who are unlike those stereotypes. Camp staff in particular may learn to respect the strengths of these young people as well as to become increasingly sensitive to their special needs.

Some Strengths That May Be Evident

Some of these young people from the age of 4 or 5 years have had to shift for themselves. They have had to help out at home by looking out for the baby, delivering messages in the neighborhood, running errands, and sometimes scrounging for food. They have a strong sense of independence, autonomy, and initiative. Because some have had to manage

with little, many have developed the skill of taking what is needed when it is available.

In addition, they have had to learn to care for themselves, to defend themselves against teasing, exploitation, and physical aggression frequently practiced by both adults and older brothers and sisters who have cared for them. This means they may have more facility with action than with discussion or other means of problem solving.

Another strength is their sense of family and their willingness to identify with "the underdog" in situations where it appears an injustice is being done. These are qualities that are usually admired and cherished. However, when a situation develops in which these youth pit their protest against the adult, these qualities seem to diminish in value. This is not to say that adults should not be firm. Rather, it does say that adults should listen to all sides of the argument; should try to factor out of the situation what is important and essential to be learned by the campers; should try to be fair; and when in error or when it is evident the adult has acted on a misunderstanding, he or she should admit to it and consider next steps.

Although generalizations are deceptive, many of these young people are open to change. Usually they are not running away from life; rather they are running toward life. They are seeking "a break." And ordinarily they need it, because they have known the hazards of poverty, discrimination, congestion, and the absence of family or community resources.

Some Opportunities That Increase Their Strengths

Resident camps provide a freedom from restraints imposed for orderly classrooms, for safely negotiating traffic as pedestrians, for managing large crowds on small playgrounds, and for all those other constraints on the energy of the young. In camp, there should be the chance to learn and to make use of skills necessary for games and sports. The capacity to manage and to act independently can be of help to the group in planning its program. The variety of new situations confronting campers can afford opportunities for these young people, and others, to discover interests and abilities of which they were unaware. It has been found that the demands of group living can release and encourage concern for each other, mutual respect for the special contributions of each member of the group, and the satisfaction and security of well-being and achievement. Some of these youth may never have had such an experience outside of an autonomous street corner gang.

Many times, these youth may need help with reading, writing, calculating, and verbal expression. There are always occasions in camp life where these skills are functionally relevant. With the help of counselors

or peers, the situation can be exploited to increase the camper's skills in one or another of these areas. For example, curiosity about the habits of snakes, animals, fish, or insects may send campers to nature books; dramatizing stories, events, social problems, or situations usually helps young people with their reading, writing, and speaking habits, as well as gives them the chance to discover untested aptitudes and interests.

Ready access to food and regular meals may be a novelty to some campers. It may take a number of meals before there is enough assurance to join in the table conversation and to enjoy eating with others. But with understanding camp staff, the campers can manage this situation as well as others. Initially, table manners may be awkward, but when it is evident that there is always enough food and there are comfortable ways of eating with silverware, these youth can manage.

Deprived adolescent youth of the inner city have been able to use work situations, work and/or travel camps with interest and satisfaction. Such provisions provide a chance to do something that is significant to them and others, to exercise skill and power in a matter of concern to them, and to provide satisfaction in achievement. The tasks should be manageable and possible of completion in units that are understandable, visible, and recognizably useful. Travel camps seem to have value in the fact that the youth are "going somewhere" and "doing something."

Basically, the same rules of thumb apply in working with low income youth as with all other young people:

- Liking them.
- Respecting them.
- Feeling with them.
- Helping them to manage themselves.
- Providing them with support necessary to help them to achieve their objectives.
- Setting limits and helping them to understand why.

Camper-Counselor Relationships

Some low income youth are not accustomed to receiving attention from adults. They may find a one-to-one contact with a counselor uncomfortable. But there are innumerable opportunities at camp for casual, planned contacts between counselors and campers, such as washing dishes, chopping wood, boating. These circumstances can be the occasion for

listening, for asking questions -- to learn, to understand, to feel with the youth.

If the counselor is too tired to invest in listening and understanding, he should skip the contact. One thing is reasonably certain -- it is easier for an adult to deceive himself than it is for him to deceive children and youth about his interest ir them and their concerns.

Camps committed to including youth from low income areas will employ counselors from minority groups. Such counselors are more likely to understand the needs and problems of youth from minority groups -- Puerto Ricans, Mexican-Americans, Indians, etc. But, more importantly, such persons are adults, models with whom the youth may identify. And their presence attests to a world of equal opportunity. Personnel with minority backgrounds may be those indigenous to the neighborhood with whom campers may be familiar, or personnel of the minority backgrounds who are sensitive to the problems of disadvantaged young people but who are now studying at a university or are otherwise employed out of the neighborhood.

Some camps, extending camping to low income youth for the first time, have employed a skilled staff member as a "floater" who understands the problems of disadvantaged youth and can help the counseling staff to manage situations before they build up to difficulties for campers, the staff, and the camp.

Studies report that disadvantaged youth can be helped most effectively in groups of from 7 to 10 members. Such groups appear to be small enough for personal attention of the counselor and large enough to avoid the demands of too much closeness.

Such studies also indicate that these youth learn best when exposed to experiences in which they manage the situation successfully and, in the process, add to their skills or knowledge. In other words, they see, they do, and, along the way, they talk about what happened and why it is important to them.

They do well in non-elimination competitions in which individual prowess can be noted. It takes repeated successful experiences to learn the collective achievement of team play as in basketball, relays, baseball, or putting on a barbeque for the whole camp. Some youth lack experience in many sports and are reluctant to participate. There is no reason to push campers into activity. There is time to introduce them to needed skills through individual and group activities other than competitive team play.

When a counselor is not sure about what to say or do at a given time, he should try to find out from the young person how he sees the situation. Then, together, they can work out a plan of what to do.

In most camps, a few hazards confront the youth until they have acquired the skills to handle the tools, the boats, and themselves. An important part of releasing their power to handle equipment and themselves is stating the facts: "Each camper is important. He and we are here for the purpose of having a fun-packed camping session in which each person is a better person because he has been here. Each of us will sharpen up our skills; we will learn some things we didn't know; each will share what he knows, and each of us knows more than we think we know. While we are checking ourselves out, there are some rules we have to live with. These rules are for the safety of each of us." The counselor can follow with a listing of minimum essential rules. "Each of us is personally responsible for abiding by these rules."

It is wise to avoid any threats of consequences if rules aren't honored. Rather, it is better to build on an expectation that rules will be followed and provide supports in the unit and at waterfront to make sure that they are followed. Some youth may take several days to get used to routines. For this reason, staff may have to be assigned to the waterfront until the youth are bedded down for the night to avoid swimming or using the boats without supervision.

Some youth will have trouble going to bed and to sleep at night and getting up in the morning on schedule. Knowing this, it is wise to have the counselor stop by the camper's bed to nudge him along. The counselor may put this concern on the basis of his interest in "not wanting a good camper to miss his or her breakfast."

Much of a youth's aggressiveness and belligerence comes from fear. These fears grow with frustration -- of not being able to do what he expects of himself or what others expect of him, or not understanding what is expected of him, or misunderstanding the meaning of another person's behavior. Here again, if the counselor watches for cues from the camper, he will be able to ask before fists fly: "What's the trouble?" The counselor then takes time to listen.

One other good practice with low income youth is to do something with them. This includes dishwashing, cleaning, making beds, and performing the many other chores of maintaining a good camp. Too often, these youth have been told to do things but not helped to do them. It follows that they simply do not know how to do many of the simple housekeeping chores. They will learn them easily when a counselor works with them.

In the same context, youth with differences can work together to solve a common problem or around a shared interest. Such activity releases their potentials more effectively than competitive activity.

The persistent problem confronting the counselors and the camp administration is: What is most important for this young person to learn

at this time under these circumstances? Possibly, some of the essentials are not discipline of self, or fitting into the system, or the many other things. Rather, the basic essentials may well be:

- Learning from experience to respect himself.
- Learning from experience to trust "caring" adults.
- Learning from experience that caring adults recognize and respect his abilities, interests, and aptitudes.
- Learning from experience that he has the capacity to manage himself and a wide variety of situations.
- A series of successes the camper can recognize and that adults will acknowledge. All of them go a long way in helping the young person to learn respect of self.

Sustaining Youths' Development After the Season Ends

When the camp season is over, someone on the camp staff should be designated to inform the referring agency, the schools, the family. and others who are important in the life of the youth of his or her progress. This may be as important for his development as the camp experience itself. A "trusted counselor" should be the person who connects up the camper with those "significant others" in the inner city who can help the camper sustain and add to his development.

* * * * *

These notes are intended to describe broad central concerns and action of private and voluntary agency and church camps as they engaged in a national effort to change the life chances of disadvantaged young people. No attempt has been made to report the complicated elements and dynamics of relationships between campers, staff, the living group, the campsite, the family, and the institutions that comprise the nurturing environment. What constitutes the most optimum arrangements to encourage the development of the potentials of young people in camp settings remains unfinished business. But this statement of fact does not deny the compelling necessity for camps to act with all possible competence at their command to provide all campers with an environment for learning respect of self and others, an appreciation of the world about them, and how to work together for mutual well-being and fun.

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Volunteers of America
YMCA
YWCA

Mr. DELLIQUADRI. After one session of experience with serving children and youth in low-income families in integrated and separate camping programs, the content of "Good Camping for Children and Youth of Low Income Families" was revised and reissued to all camps. It was also used in discussing the problem of increasing opportunities for innercity children with camp personnel at the National Conference of the American Camping Association, and with personnel attending 30 sectional meetings in various geographic areas.

Plans are currently underway with the national voluntary youth serving agencies, Federal agencies, regional officers of Health, Education, and Welfare, and the American Camping Association to discuss at joint meetings of kindred groups in six regional conferences of the American Camping Association: the resources of the Federal Government and how to increase the effectiveness of camping programs for all children and youth including those of low-income families.

Certainly a first step is identification of the nature and scope of the problems that exist and an evaluation of the adequacy of State and local regulations to deal with them.

Within the limited staff resources of the Children's Bureau we are attempting to assemble data on operating standards for children and youth camps. However, more information than our inquiries will supply will be necessary.

With more complete data available it should be possible to develop a desirable approach to meet the problems that exist. This would include a determination as to the appropriate roles of private and public agencies—local, State, and Federal. If it should be determined that a significant problem exists which requires Federal involvement, we think a grant program along the lines of that proposed in H.R. 17131 would merit consideration.

This, Mr. Chairman, is the testimony we wanted to have before this committee.

Mr. DANIELS. Thank you, Mr. DelliQuadri, for a very, very fine statement.

It appears that your office has done some research in this area.

Have any figures been gathered with respect to the national forests, where you state that some camping has taken place in the past several years? You said campers have increased from 1,500,000 to 10,420,000 in 1962.

That is a considerable number of children to camp in the national forests.

Do you know whether or not the national forests, the governmental agency in charge thereof, has issued any regulations?

Mr. DELLIQUADRI. I am not certain. I could ask one of my associates here.

That is one of our problems, again. We don't have hard data on this, and we hope that whatever comes of this legislation that we begin to get pertinent facts that are important in developing programs.

Mr. DANIELS. As you state in your statement, there are 19 States that have absolutely no regulations concerning the safety standards of camp personnel.

In view of the vast increase in the number of camps that has taken place in the last several years, do you not feel that the Federal Govern-

ment should furnish the role of leadership to encourage the States, each and every one of them, of this great Union of ours, to enact some sort of legislation providing for the licensing and establishing of standards to protect the health and safety of our children, whether they be residential camps, or day camps?

Mr. DELLIQUADRI. Camping is such a national problem, because children go between States; I think it has to come from the Federal Government to provide the leadership and guidelines and perhaps some financial assistance as you develop a program.

Mr. DANIELS. At one of our prior hearings, we had a witness whose son was sent to camp and was taken from the camp—I think on a canoe trip in Maine. That incident alone seems sufficiently strong to illustrate the requirement for some legislation along the lines proposed.

Mr. DELLIQUADRI. This is true, and I know from my experience in Illinois and Wisconsin, where I had staff who worked with camps, how difficult it is on a voluntary basis to try to get some camps into the fold, and I think Federal participation, leadership, will bring to camping the kind of safety and program development which is needed.

Safety is the important part, but you will also note as you analyze camps that factors other than safety should be in the program.

I have been in places where food becomes a serious problem, the kind of food you prepare, nutritious food, and so all of these become a part of the problem of licensing standards of camps, and I think if we look at it as a whole, the Federal Government must take a leadership role.

Mr. DANIELS. In fact, the figures you quote on pages 5 and 6 of your statement with regard to fatal accidents and illnesses that have taken place in the past are quite significant.

Mr. DELLIQUADRI. This is only a partial quoting. Again, we don't have all the facts we would like, Mr. Chairman.

Mr. DANIELS. There is a serious need for some effort to be made to establish safety standards.

In your statement, you state that 33 States do not regulate camps in any way, and all but four States delegate the responsibility to the health department.

It seems to me the health department would only be concerned with matters that affect the health of children.

Mr. DELLIQUADRI. That depends on the State. When they have the responsibility, they tend to use the other State agencies where necessary.

I know when I was in Wisconsin, we had the responsibility in the State Welfare Department, but we used the Health Department, the Industrial Commission, and all the State departments to help devise safety standards.

So that will be a problem as you develop something, that a single State agency be given the total responsibility to develop the program.

Mr. DANIELS. We have two bills before us: H.R. 17131 which was introduced by myself and other members of the committee, and H.R. 17307, introduced by Mr. Rosenthal of New York.

My bill differs from Mr. Rosenthal's, which provides for a study, whereas, mine would ask the Federal Government to establish standards and give grants to the States to provide for camp safety.

Which of the two proposals would you recommend that this committee give serious consideration to?

Mr. DELLIQUADRI. As I indicated, and I feel, Mr. Chairman, that we really need an intensive study, and as you make the study, the kind of action and money needed will become clear.

I think if a study is made, you need the advice of people who are in camping, you need some youth on these committees to give information about their experience.

I feel a study is needed before Congress really takes the kind of action and the money that is needed for this kind of operation——

Mr. DANIELS. Since we held our last hearing, I have given serious thought to both these bills, H.R. 17131 and H.R. 17307, and I have revised my thinking on it, and now feel that the proposal made by Mr. Rosenthal perhaps is the better way to approach this problem by asking for a thorough study to be made to see what the problems are, what legislation does exist in various States, what States have no legislation, the nature of the accidents, the illnesses that occur in these various camps, and that after you thoroughly explore this problem, that your office might come up with some recommendations.

What do you think of that proposal?

Mr. DELLIQUADRI. I gather from your thinking you would like also an advisory committee, which we would want to do anyway.

This is the process you might use, and I think this would be quite satisfactory.

Mr. DANIELS. I have since drawn another bill. It hasn't been filed. It is a committee print. It provides for the establishment of an advisory council.

Mr. DELLIQUADRI. Yes. I know from my experience in developing these things that if you involve the people who know about this, and also the participants, like youth—we should have some representation on that advisory committee of young people who are in this business and have been exposed to camping—we learn a good deal from them about what is needed.

I think this would be quite helpful, and probably the best way to move in this direction, Mr. Chairman.

Mr. DANIELS. I have no further questions.

I call upon the distinguished gentleman from Pennsylvania, Mr. Dent. Do you have any questions?

Mr. DENT. No, except I was not here, and I am sorry. But we have so much to do, it is impossible to reach all the stations in 1 hour.

I understand you endorse the study.

Mr. DELLIQUADRI. Yes.

Mr. DENT. I want to compliment the chairman very much, and you, for supporting these proposals, because I think we are right on the verge of the greatest gypsy movement in the history of the world.

I think we have seven separate units in my district now, whereas we didn't have one 5 years ago, making trailers and truck body trailers and campers that open up with a crank, and the first thing you know they have a five-room house. I never saw anything like it.

It is the most interesting development I have ever seen in my life; I like to compare it to my childhood when we went camping and carried a pack on our back and a blanket.

It has really become, I think, a very major industry in the United States. Collapsible tents, boats, and kitchens. Now they have collapsible meals. [Laughter.]

Mr. DENT. This is serious. One outfit up there is preparing a freeze-dried meal, and for 7 ounces, I can carry porkchop dinners for four people, in a little package. You put it in a little oven, and you get a nice meal.

I compliment you very much. I think you have a lot of foresight, because now is the time for establishing rules.

We had a convention, I call it, but it was merely a gathering, of campers in eastern Pennsylvania early this spring. It was attended by 35,000 campers. That is more Indians than were in this country when it was started.

I think this thing is a very big industry, and I think you are on the right track. Let's get the bill out and get it moving.

Mr. DANIELS. Thank you, Mr. Dent.

The distinguished gentlewoman from Hawaii, Mrs. Mink, do you have any questions?

Mrs. MINK. Yes, thank you, Mr. Chairman.

I would first of all like to welcome Dr. DelliQuadri to this hearing. I am not sure the committee realizes that his previous position was in the great State of Hawaii. It is a distinct pleasure to have you here in the committee room this morning, testifying as Chief of the Children's Bureau, and I want to take this opportunity to congratulate you on your appointment and to extend my personal welcome to you.

I would like to join my colleague, Mr. Dent, in complimenting you, Mr. Daniels, for this very important piece of legislation.

I am somewhat concerned about the problem of the Federal Government's leadership in so many of these vital areas. I think in formulating legislation we tend to emphasize this as a sort of general principle in establishing the necessity for legislation, and yet while doing this, we sometimes neglect to conduct a self-analysis of the Federal Government's own past role with respect to this problem.

I am wondering if you have had an opportunity to look into the function and role of the Federal Government with respect to the camping facilities that it operates already, not only with funds that we have made available in education bills, such as Public Law 89–10, or which have been run under the Economic Opportunity Act, but, more specifically, the rules and regulations and their adequacy with respect to the camping activities that are now operated by the Department of Interior.

So, if I have any comments with respect to this bill, it is my general feeling that it doesn't go far enough, that it only covers the State laws and regulations, and I think that what we need to do is to tie in very explicitly the functions of our own national activity in the area of youth camps, and what we have done to assure the safety of life and limb of the young people who are already participating in federally operated and funded programs.

I would appreciate your comment on this.

Mr. DELLIQUADRI. Thank you very much, Mrs. Mink, and I appreciate your remarks in regard to myself.

One of the important considerations in my coming to the Children's Bureau is the obligation the Children's Bureau has to the Nation and

to you people in Congress, to report to you on the conditions of children of any and all kinds.

This is one example of that responsibility. We need to have the kind of staff and the working relationships with the States to do this. Now, with regard to your question on Federal involvement, I would support you 1,000 percent, because if you develop standards and guidelines for private associations and States, you should be the model, really, to carry through, and this does not always follow.

I know I have been in State work where we put out licensing standards on institutions for children and so forth, and we found that our own State institutions, and this was both in Illinois and Wisconsin, didn't always meet the minimum standards. Often we got into a hassle with the finance committee in trying to upgrade our State institutions.

It is a problem, but I agree 1,000 percent that in the study we should include Federal, as well as any organization that works with children and youth in camping situations and, even more, these standards will begin to apply when you talk about family camps.

You find today that families go camping together, and that is very good. That is why I am so pleased with this pamphlet, Mr. Chairman, on camping becoming available to low-income group children.

In New York, for example, where I worked for about 8 years, campaigns were conducted by newspapers and private associations to raise money to send youngsters from the lower East Side and Harlem to camp for 3 weeks or 4 weeks, because camping is a very positive experience for children.

But we want to be sure that when they do go to camp it is a good camp and safe, and that it has a good program.

Although we talk about safety in camps, safety of children in the home and on the streets is one of our most serious problems.

So I would agree, Mrs. Mink, on this approach, also.

Mr. DENT. Will the gentlelady yield?

Mrs. MINK. Yes.

Mr. DENT. We must have passed four bills yesterday creating parks throughout the United States. One Member of Congress, Mr. Dingell of Michigan, asked the chairman of the committee whether or not they were going to allow these facilities to become as dilapidated and as degraded as some of them are now under the Federal Government.

I was very much surprised yesterday when Mr. Dingell related some of his own experiences in going to some of the Federal camps and what kinds of camps he found.

Mrs. MINK. This is exactly the point I wanted to make. By way of example, the Equal Employment Opportunity Act, which guaranteed equal opportunity to women for employment, covered the entire country insofar as the private sector, but neglected to include the Federal Government, and so it took a Presidential order from the White House to impose this same requirement on the Department of Defense, to assure that the women who were working for the Department of Defense were not discriminated against.

We are still struggling with it, because the law was not explicit.

And so, I feel that here is a classic example where we are saying the Federal Government should be concerned, we are concerned, and yet our own establishment, I think, needs to be looked at, perhaps

far more critically than the State institutions, and I would like to suggest that somehow the language of the bill be expanded, Mr. Chairman, to make sure that we include in it a self-examination, particularly of the national parks, and all the concessions that are entered into in the name of the Federal Government, but which are operated by private enterprise in these camp areas.

Mr. DANIELS. Mrs. Mink, you have made a very good point, and I wholeheartedly agree with your views on that, and I shall instruct counsel to give your point consideration.

Mrs. MINK. Thank you very much, Mr. Chairman.

I have no further questions.

Mr. DANIELS. Thank you, Doctor, we appreciate your coming here this morning.

Our next witness is Mr. Ernest F. Schmidt, executive director, American Camping Association, Inc., Martinsville, Ind.

STATEMENT OF ERNEST F. SCHMIDT, EXECUTIVE DIRECTOR, AMERICAN CAMPING ASSOCIATION, INC., BRADFORD WOODS, MARTINSVILLE, IND.

Mr. SCHMIDT. Mr. Chairman and members of the committee, my name is Ernest F. Schmidt. I am the executive director of the American Camping Association, which is a national nonprofit association founded in 1910 by persons interested in organized camping.

For the information of the members of this committee, the American Camping Association membership of almost 8,000 men and women represents the leadership of almost every aspect of camping, including youth camps and camps for senior citizens; camps sponsored by private individuals; by agencies such as Girl Scouts, YMCA, Boys' Clubs, Boy Scouts, Camp Fire Girls, Settlement Houses and many others; and by churches and schools and governmental agencies.

Geographically, ACA accredited camps are spread through every State and several foreign countries.

Mrs. Mink, you might be interested in knowing we have four very fine ACA accredited and inspected camps in Hawaii, with another coming in this past summer, and there was competition among our people as to who would go over there and train the people.

Mrs. MINK. That is always a problem.

Mr. SCHMIDT. I might say that Bob Mathias, a Member of your House of Representatives, was an active camp director until he came to Congress.

The programs of these camps vary as widely as the purposes and personalities of their owners or sponsors, but on one goal all youth camp leaders in our country are absolutely united.

They all want to operate a safe and healthful camp for the boys and girls entrusted to them. It is just plain good business.

Add that to the dedication and the heart interest in children that these people already have and you have some pretty potent reasons for running a safe camp.

But we know that some camps are not safe. There are many reasons for this: lack of training, lack of experience, lack of money, lack of proper facilities or equipment, lack of foresight, sometimes just plain lack of good judgment.

To help solve this problem, the American Camping Association was organized 58 years ago with these objectives and goals.

I won't read them, you have them here. They emphasize safety throughout, as you see, and good leadership.

Like many other forms of human endeavor, we have not entirely succeeded—but there has been very real progress.

By 1940, for example, a considerable body of knowledge on youth camping techniques and requirements had been accumulated and in that year the association began to publish its standards.

Knowledgeable camping people were trained to officially visit and evaluate youth camps in eight standards areas:

1. Administration;
2. Program;
3. Personnel;
4. Campsite, facilities, and equipment;
5. Health;
6. Safety;
7. Sanitation; and
8. Transportation.

I have copies available to the committee, sir, of the actual inspection vehicle we use here and the condensed standards, and I make these available to the group.

Mr. DANIELS. Without objection, they will be filed with the proceedings.

(The document referred to appears in the subcommittee files.)

Mr. SCHMIDT. I have a book containing the listing of accredited camps in this country in all the States and some of the foreign countries.

It, too, is available to the committee.

Mr. DANIELS. Thank you, sir.

(The document referred to appears in the subcommittee files.)

Mr. SCHMIDT. The influence of ACA standards is felt by something more than half of the youth camps in this country.

But that is not enough. We think that all camps should not only be safe—but be able to prove it.

This is why we were happy to respond to Senator Ribicoff's request for assistance with his Youth Camp Safety Act of 1966 (S. 3773), and this is also why more than a thousand ACA members spent many weeks and many thousands of dollars in careful analyses and constructive criticism of S. 3773.

Under the leadership of Howard G. Gibbs, then the ACA national president, a consultation to 20 leaders from the 15 top youth-camping organizations in America was held in November 1966 in New York City. Dr. John J. Kirk, who is here with me today and whose specialty is camp legislation, chaired the meeting.

An official American Camping Association position paper was sent to Senator Ribicoff on February 8, 1967.

A copy of this position paper has been provided for this committee's study. I shall not read it, for most of its recommendations were adopted in the Youth Camp Safety Act (S. 1473) which Senator Ribicoff and eight other Senators introduced in the 90th Congress on April 10, 1967.

Also, the ACA paper was printed in the Congressional Record for that day.

The American Camping Association immediately announced its backing of S. 1473 to the Senator, who has publicly announced his appreciation of ACA support.

An October 17, 1967, letter from Senator Ribicoff says:

> Your Association can be justifiably proud of its work to insure that camping is always the wonderful experience it should be. Your goals are the goals of the Youth Camp Safety legislation. Acting on the belief that camps and those concerned with camping must always keep the welfare of the camper uppermost in mind, you have shown not only your concern for camp safety, but your dedication to maintaining the quality of camping in our Nation.

You will be interested to know that, at their biennial meeting last March, the council of delegates, the ruling body of this association, improved, strengthened, and upgraded the ACA camp standards by ruling that, from 1970 on, 20 key standards are to become mandatory prerequisites for ACA membership. Nineteen of these 20 mandatory standards are in the area of health and safety, and, sir, I have copies of that available for the committee, also.

Most of the recommendations and suggestions made in the national consultation and in the 40 ACA sections for S. 3773 were accepted and incorporated into S. 1473. This we sincerely appreciate.

With equal sincerity we would like to urge further consideration of five points which were recommended but not incorporated into S. 1473:

1. Because of the administrative impossibility for State evaluators to visit and evaluate the travel camps operated by some national organizations, we feel it would make good sense for the State, after satisfying itself as to the quality of the organization's standards, to help it to do its own certifying of travel camps.

2. In the interest of economy, we would hope that it would not be found necessary to establish or create a new State agency to handle this program, but that a plan could be found within existing departments, such as the State health department, the State welfare department, or the State department of education.

3. We think that section 6, which concerns State plans, would be strengthened by adding a provision that would require the participating States to hire an individual well trained, not only in administration, but also in outdoor education, camping, and outdoor recreation to serve as supervisor for the new program.

4. It is strongly recommended that the National Office of the American Camping Association be designated as the cooperating agency with which the States work in developing the job specifications for such an individual. This recommendation is made since ACA is the only national organization which includes in its membership representatives from all segments of the organized camping profession, such as agency, private, church, government, and family, and I must mention school camping, also.

5. We feel that in section 6 there should also be a provision that camp directors be granted the right to an executive hearing, in those cases where they feel that the State has been unfair in the appraisal of their camps.

In ACA, we do have a minority report. May I call your attention to some very telling points raised by a considerable number of ACA leaders:

The bill, as written, lacks "teeth," and unless a provision is added which would force camps to adhere to the minimum safety regulations, the bill has no real value. Unless a camp which fails to meet the regulations can be forced to comply, the bill fails to accomplish its purpose.

Mr. DANIELS. At that point, sir, if you were to require the licensing of camps, would not that objection be overcome?

Mr. SCHMIDT. I believe it would.

Federal funds are not necessary, and the States should be encouraged to voluntarily develop minimum safety regulations to serve as a guide for organized camps. Federal funds only lead to Federal control which is not needed or desired.

The American Camping Association Standards Visitation Program should be used in lieu of State inspections. Camp directors are already subjected to more inspections and evaluations than really required.

There is a danger that Government bureaucracy will smother all real camping experiences. Program areas should not be regulated in any way.

We have some strong individuals, as you see here, sir.

This bill might open a "Pandora's Box" of Government regulations with applications going far beyond those now foreseen.

The Federal Advisory Council could draft a model set of regulations to satisfy the intent of the bill—but without Federal subsidy.

One point which was made by our minority then but which I now feel has moved into a strong majority belief is:

Before any Federal legislation on camping is introduced, a thorough nationwide survey should be made to determine whether a real need for such legislation exists.

I am personally delighted that Congressman Benjamin S. Rosenthal of New York has felt this and has introduced his Youth Camp Safety Survey Act—H.R. 17307—as of May 15, 1968. I know that as the camping people of America learn about this bill they will enthusiastically support it.

Mr. Daniels, your Youth Camp Safety Act—H.R. 17131—is identical to S. 1473 on which the members of this association have labored long and diligently.

The members of the American Camping Association are happy to offer you and this bill the same quality of support and backing they have given Mr. Ribicoff. We are with you, sir.

We also want to offer to you, Mr. Chairman, and to Mr. Perkins, Mr. Thompson, Mr. Dent, Mr. Hawkins, Mr. Scheuer, Mr. Howard, and Mr. Holland who cosponsored H.R. 17131, our sincere appreciation for your efforts on behalf of the camping children of America.

Our thanks go to Mr. Gibbs and to Dr. Kirk for their constructive leadership and to Mr. Mitchell Kurman whose skillful persistence and determination have drawn attention to a greater need for excellence.

And I must mention, too, the thousands of good camp leaders who, over almost six decades, have made summer in camp a healthier, safer, happier experience for millions of our children.

Mr. DANIELS. Thank you, Mr. Schmidt, for a very fine statement.

Mr. Schmidt, inasmuch as the American Camping Association has had a wealth of experience in this area over the years, can you tell this committee anything about the growth of camps in this country in the past few years?

Mr. SCHMIDT. I have some recent figures, sir. The American Camping Association is working with Indiana University, the Office of Economic Opportunity, the Bureau of Outdoor Recreation, the Children's

Bureau, and the President's Council on Youth Opportunity in making a survey.

Day before yesterday, I received information that the number of camps in this country is slightly smaller than we had estimated. It is in the area of 10,600.

However, instead of the 5½ million children that we had estimated in the past were in camp, we now discover that there are in excess of 7½ million.

The number of camps has shrunk a little bit. The number of children seems to have grown. Day camps is an area of special growth.

Mr. DANIELS. Can you let this committee have a copy of this report?

Mr. SCHMIDT. I cannot yet, sir. All I got was an information copy from the Battelle Corp. in Columbus, Ohio, to the committee of Indiana University, who will make it available later to the Children's Bureau and the Office of Economic Opportunity and your office.

Mr. DANIELS. What is your personal opinion with respect to the Federal Government setting up standards with grants to the States that desire to comply with those standards, or the idea of first conducting a survey and study prior to enacting legislation with regard to camps?

Mr. SCHMIDT. We have discussed, as you see, in detail, the bill for the Youth Camp Safety Act itself. Our people have not had the opportunity yet to discuss—they have been busy in camp all summer—Mr. Rosenthal's bill.

My personal feeling is that they would strongly endorse the survey first, and then if it is indicated, they would back this legislation to the hilt.

Mr. DANIELS. I have come around to thinking that perhaps the Rosenthal approach is probably the best manner of approaching the problem.

Mr. Dent, any questions?

Mr. DENT. Mr. Chairman, I thank the gentleman for a very informative presentation.

I am sure that his group is sincere in trying to better the conditions, because I think they know it is a growing and expanding industry.

I call it an industry, because that is exactly what it will be eventually.

But, Mr. Chairman, I think you might consider the idea of combining both the Safety Act—which is a specific act with a definite aim, setting up a set of rules and regulations pertaining to safety alone—with an advisory council designed to survey all the other necessary functions in a camp that requires supervision. I think you can get a wealth of knowledge on what you need for a Safety Act by contacting the organization represented here, your State and Federal sources, and I think you could pass an act that would have some immediate minimum standards for a national pattern. Even if you go on the Federal campsites, you would do something toward establishing the standards immediately, before you get to the study and survey—it will take at least 2 years before you get any legislative action—and I think what you envision in your proposal is of immediate need.

I would suggest that you and the rest of the committee consider in executive session a dual purpose act.

Would you think that that would be acceptable?

Mr. SCHMIDT. I think it would, one to follow the other. This makes good sense.

Mr. DANIELS. If the gentleman will yield, I might say to the gentleman that we will meet in executive session to discuss this issue among the members and decide which would be the proper approach.

Mrs. Mink?

Mrs. MINK. I have one question.

I am curious to know why it is the minority view of the American Camping Association that if this bill is to be effective it has to have "teeth"?

Mr. SCHMIDT. That is a little tough to answer, Mrs. Mink.

I think probably the answer lies along these lines, that you have to be a rather rugged individual to run a camp and to take 200, 300, 400 children for a summer—you know, sometimes some of us have troubles with one or two or three. I can speak for myself there.

The feelings were very strongly against this bill in some areas initially. They are not now. You can see what our majority has said. They have supported it.

Some of our minority, many of whom have the same characteristics that probably Daniel Boone had, want to stand on their own feet and don't want anybody else bothering them. But from the more informed leaders, comes this minority feeling that there ought to be teeth.

Mrs. MINK. Do you mean to imply that a majority of your membership feels that standards ought to be set by the Federal Government, but that they need not be enforced?

Mr. SCHMIDT. No; I don't believe that. I didn't mean to imply that.

Mrs. MINK. Well, as I read your report, you say that only a minority believes that the bill is not effective because it fails to meet the requirements of compliance.

By that, I interpret it to mean that only a minority of your organization believes that the bill ought to be stronger and ought to have provisions which would require compliance to whatever is determined to be minimum standards.

My question goes to what I believe is essential in legislation of this kind, and that is, as the chairman mentioned licensing or some mechanism that will get all the camps to comply with whatever standards might be set in the future.

It would seem to me that this would be, or should be, the position of the camping association.

Mr. SCHMIDT. I am trapped there a little bit between what I personally feel and what I am authorized to say.

With me today is Dr. John Kirk, who is an expert in this field. He is the first vice president of the American Camping Association, and if the committee would like, I am quite sure that he would be glad to speak to this.

Mr. DANIELS. You may step forward and make a statement.

STATEMENT OF JOHN KIRK, FIRST VICE PRESIDENT, AMERICAN CAMPING ASSOCIATION

Mr. KIRK. To answer your question, Mrs. Mink, in support of the Ribicoff bill, the original bill, the majority of ACA members felt that although it lacked the teeth, as you will, to require and enforce camps to comply, it had great educational merit.

For example, if a camp did comply under the proposal as it was presented by Senator Ribicoff, the camp would receive more or less a seal of approval, and such camps could be published by the State, parents would have this guide in selecting camps.

Some felt, and I would be one included in the minority, since for 5 years I implemented the Michigan program, which is a licensing program, that if Federal and State funds are to be used, it would be desirable to have some type of licensing, certification, registration, connected with the bill.

For some reason, it was felt that this type of program was less desirable across the country, that people resented the Government stepping in, and superimposing regulations of a mandatory nature.

It was felt that legislation of this type would have an extremely difficult time in becoming a reality, and so the educational approach was suggested and was to be pursued.

As I say, I for one, and I am not speaking for the association, but for John Kirk, would favor a licensing type of program, having been closely connected with it, and having examined legislation in all 50 States.

The States where camps seem to be operating at a higher level of efficiency are States that have strong programs, annual inspection, licensing permits, certification, and so forth.

Mrs. MINK. Thank you very much.

May I say, Mr. Chairman, that I wholeheartedly concur with the personal views just expressed, and I would hope that after this bill has been enacted and a study has been conducted and we have an opportunity to review it again, that this aspect of compliance be further looked into, because I believe that should be the heart of our future consideration.

Mr. DANIELS. Thank you, gentlemen. We appreciate your coming here.

(The document referred to follows:)

POSITION PAPER ON YOUTH CAMP SAFETY ACT—1966, BY AMERICAN CAMPING ASSOCIATION, INC., MARTINSVILLE, IND.

INTRODUCTION

On August 26, 1966, Senator Abraham Ribicoff of Connecticut introduced the Youth Camp Safety Act of 1966 (S. 3723) in the United States Senate. The American Camping Association had been aware of this pending legislation, and at the request of Senator Ribicoff's Administrative Assistant, the ACA Executive Director had, on several occasions, been in contact with Senator Ribicoff's office.

The purpose of this Act is to protect and safeguard the health and well-being of the youth of the nation attending camps by providing minimum safety regulations to be implemented by states electing to participate in this program. The Federal Government will provide financial assistance and leadership for the states in order to accomplish this goal.

At the present time there are 17 states which require camps to be licensed and inspected annually. 26 states have regulatory programs intended to supervise the operation of various aspects of children's camps.

After much discussion and serious study, the ACA National Board of Directors at their October meeting, voted to submit a position paper that would support the intent of the Youth Camp Safety Act, since it is educational in scope. In the same motion, the National Board called for a Consultation to be held in order to provide the various elements of organized camping in the United States an opportunity to react to the provisions of Senate Bill 3723. This consultation, chaired by Dr. John J. Kirk, Chairman of the ACA National Standards Committee, was held November 19, 1966, in New York City. A list

of the participants is included as Appendix B. As a result of the consultation, a working paper was developed by Dr. Kirk and reviewed by Howard Gibbs, National President of ACA, Mrs. Hattie Smith, National Legislative Chairman, and Ernest F. Schmidt, Executive Director of ACA. The working paper was then sent to the forty Sections of the American Camping Association requesting that a special meeting be set up at which time the reaction and opinion of the general membership could be solicited.

The working paper reflected, in essence, the opinion of the representatives in attendance at the consultation, and that consensus was that Senate Bill 3772, and the principles embodied therein, should be supported. Thirty of the forty Sections of the American Camping Association have reacted to the working paper and the majority also support the principles and purpose of Senate Bill 3772. Some concerns and suggestions have been made by the various Sections of the American Camping Association, and these suggestions and concerns will be reflected in the Section-by-Section discussion of the bill which follows. In order that the minority opinion may also be heard, certain selected comments from Section representatives will be included in Appendix A.

The following Section-by-Section analysis of the bill represents the official opinion and position taken by the majority of the Sections reacting to the bill and the working paper which was developed as a result of the special consultation on November 19.

Sec. 2. *Statement of Purpose.*—The majority of the membership of the American Camping Association is in agreement with the purpose of the Act as stated. This bill would serve, primarily, as an educational tool, whereby the participating states would have trained camp evaluators visit the camps in the state and determine whether or not the camps were meeting the established minimum criteria. Those camps that were satisfactorily complying with the minimum federal safety regulations would receive a statement of compliance. *ACA does not recommend using the term "Seal of Approval," "Accreditation," or "Certification," for camps meeting the minimum criteria.* Camps that failed to meet the minimum federal regulations would be deprived of the privilege of indicating compliance, but would not be closed or placed on any provisional status as a result of the provisions of this bill.

Sec. 3. *Definitions.*—In the definition of a Youth Camp, the membership expressed concern over the use of the term "instructional" rather than "educational," and it is recommended that Line 8, Page 2, be amended to read *"for educational and recreational purposes,"* rather than "recreational or instructional," as it now appears. It was also suggested that consideration be given to including the evaluation of travel camps, in addition to resident and day camps. Since the majority of travel camps move across state lines, they are frequently excluded from any state regulatory programs which are now in existence. In order to provide the general public with an awareness concerning minimum standards for travel camps, and in order to more adequately protect children attending these camps, it is recommended that the bill include a provision to evaluate such camps.

It was also recognized that some national organizations conduct rather extensive programs through travel camps and such organizations should be given consideration as a certifying agency and that under the provision of the state programs being developed would be permitted to certify their own travel camps. This provision would only apply when the standards of the organization in question were at least equal to, or above, the minimum safety regulations that would be developed by the Advisory Council and approved by the Secretary of Health, Education and Welfare. This suggestion is made, since it might prove administratively impossible for state evaluators to visit and evaluate the many travel camps operated by some national organizations.

In order to standardize the language as applied to organized camping, it is further recommended that a glossary of camp terminology be developed in order that there be uniform understanding and interpretation of the various terms now applied to a summer camp operation. Such a glossary of terms would be of considerable assistance to those organizations which operate camps in several states.

Sec. 4. *Grants to States for Youth Camp Safety Standards.*—The general reaction to this section of the bill is that the financial provisions appear adequate for the implementation of the program in the fifty states. With the federal government providing fifty percent of the cost to implement the program, this should be

sufficient to encourage states to initiate a program intended to safeguard the health and welfare of children while participating in a summer camp experience.

Sec. 6. *State Plans.*—The provision that a state agency be designated or created to supervise the program caused some concern. It seems that within the existing framework of the state health department, the state welfare department, or the state department of education, this program could be initiated, and it would be unnecessary to establish or create a new state agency. A provision should be added to this section that would require the participating states to hire a person to serve as supervisor for the new program. It is strongly recommended that the National Office of the American Camping Association be designated as the cooperating agency with which the states work in developing the job specifications for such an individual. This recommendation is made since ACA is the only national organization which includes in its membership representatives from all segments of the organized camping profession, such as agency, private, church, government, and family. The strength and success of the programs could depend to a great extent on the qualifications of the supervisor of the program, such an individual should be trained in outdoor education, camping, and outdoor recreation.

Although implied, it is not specifically stated that the participating states would be required to *annually* visit and evaluate the camps in order for a said camp to qualify. Such wording should be included in the provisions of the bill.

This section of the bill also suggests that the participating states encourage the camps to advertise compliance with the federal minimum safety regulations. In any such advertising, the camps should be required to use the term "compliance with minimum regulations" rather than "certified" or "accredited" in order to avoid any confusion with the American Camping Association accreditation program, which stresses optimum camp operation rather than compliance with minimum safety regulations. The American Camping Association must educate the general public regarding the difference between compliance with minimum federal regulations and meeting the American Camping Association's standards, which are pointing towards the optimum of camp operation. A camp which satisfactorily complies with the federal minimum safety regulations means only that a child is less likely to be killed or injured in said camp. The federal minimum safety regulations in no way could be used as a measurement of the *quality* of the camping experience provided. This should be clearly stated in any literature or announcements made by the state or federal government.

Under Section 6 describing State Plans, there should also be a provision that camp directors be granted the right to an "Executive Hearing," in those cases where they feel the state has been unfair in the appraisal of their camps. In the bill, there is the implied provision that camp operators be entitled to a judicial hearing, and this provision would remain even with the addition of an Executive Hearing. The advantage of an Executive Hearing is that it would not be necessary for the camp director to hire counsel and such a hearing could be scheduled more quickly than a judicial review which would have to follow the various steps which are common in any such court action.

Sec. 7. *Determination of Federal Share.*—The provisions under this Section of the bill seem adequate and would not adversely affect the administration or implementation of the bill in any way. The $50,000 maximum appears to be quite generous, and it appears doubtful that any state would require this amount on a fifty percent matching basis.

Sec. 8. *Operation of State Plans.*—The provisions under this Section provide for the states to appeal the decision of the federal government to disapprove or terminate participation in the program. It appears that this Section adequately protects the right of the state to accept or reject the provisions of the bill, and it also provides adequately for appeal, if and when said state is dissatisfied with the ruling of the Secretary of the Department of Health, Education, and Welfare.

Sec. 9. *Advisory Council on Youth Camp Safety.*—Considerable concern has been expressed by the general membership regarding the make-up and number of the National Advisory Council. The feeling has been expressed that this Council should be composed of camping professionals. It was further recommended that the make-up of the Council be predetermined by designating the organization that should be represented. Since the American Camping Association stands as the *only* professional organization in the United States representing all segments of the organized camping movement, it is felt that one-third of the membership of the Advisory Council consists of American Camping Association representatives.

The following groups and individuals are suggested for membership on the National Advisory Council: The Executive Director, American Camping Association; Chairman, American Camping Association, National Standards Committee; Chairman, American Camping Association National Legislation Committee; Vice-President for Private Camps, American Camping Association; Director of Camping Services and Conservation, or designated representative, Boy Scouts of America; Director of Camping, or designated representative, Girl Scouts of the United States; Director of Camping, or designated representative, Camp Fire Girls, Inc.; designated representative from the National Council of Churches; designated representative from the National 4–H Programs; designated representative from the National Society for Crippled Children and Adults; designated representative from the Boys' Clubs of America; designated representative from the National Catholic Camping Association; designated representative from the Young Men's Christian Association; designated representative from the Young Women's Christian Association; Camping Consultant from the Jewish Welfare Council; designated representative from the Christian Camps and Conferences Association, Int. By selecting the twelve or more representatives from organizations of this type, it would insure that the voice of organized camping was represented to the fullest and that any safety standards developed by this group would truly represent the current and best thinking of organizations concerned with organized camping. This Advisory Council should also be empowered to call upon the services of such organizations as the National Safety Council, the American Medical Association, the American Academy of Pediatrics, and other specialized professional organizations which might have information and suggestions for the development of adequate safety regulations.

It was further suggested that the provisions of the bill specifically state that each participating state be required to establish a State Advisory Council made up of similar membership as that represented on the National Council. This would insure a local voice in the implementation of the federal minimum safety regulations and also provide an opportunity for closer supervision on the implementation and enforcement of the state program.

SEC. 11 *Authorization.*—The financial provisions under Authorization in the bill seem appropriate in order to pursue and carry out the intent and purpose of the Act.

GENERAL STATEMENT

The provisions of the Youth Camp Safety Act appear to strengthen organized camping and, if enacted, would actually contribute significantly to a safer milieu in all participating camps.

At the present time, there are over a million children attending camps that do not affiliate with any national organization and do not necessarily adhere to any established set of operating standards. Under the provisions of the Youth Camp Safety Act a minimum set of safety regulations would be developed and through an appropriate state agency, camps in participating states would be able to have the educational benefit of being alerted to the need for following these minimum regulations in order to adequately safeguard the health and welfare of the children they serve. This would also provide a means whereby parents could, at least, be aware of the minimum safety provisions necessary in order to adequately safeguard the child during the camping experience. *It must be stressed that the provisions of this bill and application of this bill by State programs in no way guarantees a quality camping experience, nor does it guarantee that all camps in a participating state would be operating at a level of competence which would adequately safeguard the health, welfare, and safety of children.* It does, however, require that states that participate will annually evaluate camps within their boundaries and measure the operation of these camps against an established criteria which would be the federal minimum safety regulations. The program would also provide an educational tool for those camp operators who do not, at the present time, have the benefit of guidance and supervision from a professional camping organization.

It must also be pointed out that some states already have very adequate regulatory programs, and this bill should in no way adversely affect the continuation and expansion of such existing programs. If a state with a regulatory program already has in effect regulations which are above the federal minimum safety regulations, then the state in question should not be required to lower or modify its regulations in any way in order to qualify for participation in the federal program, nor should such a state be denied the

benefit of federal financial aid to assist in financing their existing programs. The advantage of having one uniform set of minimum safety regulations rather than 50 or more possibly conflicting operating codes is self-evident.

In summary, the majority of the membership of the American Camping Association conclude that the enactment of a Youth Camp Safety Act by the federal government would contribute significantly to providing a safer milieu among all camps operating in the fifty states and, on that basis, the majority of the general membership in the American Camping Association and the National Board of Directors support and endorse the efforts of Senator Ribicoff to bring such a bill into reality in this session of the Congress.

Approved by ACA Executive Committee, January 20, 1967.

Appendix A

Concerns and Fears Expressed by Some Members of the American Camping Association

The following comments were gleaned from the Section Reports, and although they do not reflect the majority opinion of the general membership of the American Camping Association, they are being included in order that a more complete view of the opinions of the total membership might be reflected in this Position Paper.

1. The National Advisory Council should be expanded in order to provide for broader representation. Fifteen or eighteen members would provide a more representative voice for all segments of the camping profession.

2. The bill, as written, lacks "teeth," and unless a provision is added which would force camps to adhere to the minimum safety regulations, the bill has no real value. Unless a camp which fails to meet the regulations can be forced to comply, the bill fails to accomplish its purpose.

3. Federal funds are not necessary, and the states should be encouraged to voluntarily develop minimum safety regulations to serve as a guide for organized camps. Federal funds only lead to federal control which is not needed or desired.

4. The American Camping Association Standards Visitation Program should be used in lieu of state inspections. Camp directors are already subjected to more inspections and evaluations than really required.

5. There is a danger that government bureaucracy will smother all real camping experiences. Program areas should not be regulated in any way. This bill might open a "Pandora's Box" of government regulations with applications going far beyond those now foreseen.

6. There is no guarantee that state evaluators will have any professional training in measuring the effectiveness of a camp operation. This could be a "pork barrel," whereby states could award jobs based on political patronage rather than professional competence.

7. Several states now have adequate programs and a federal program is not needed.

8. The passage of such a bill will adversely affect the Standards Program of the American Camping Association.

9. The federal government has no business in organized camping, and the implementation of regulations should be left to private agencies.

10. There was a strong feeling that ACA might well be legislating itself out of business.

11. A federal program will adversely affect present ACA relationships with state agencies.

12. Before any federal legislation on camping is introduced, a thorough nationwide survey should be made to determine whether a real need for such legislation exists.

13. The Federal Advisory Council could draft a model set of regulations to satisfy the intent of the bill—but without federal subsidy.

APPENDIX B

CONSULTATION ON YOUTH CAMP SAFETY ACT OF 1966, S. 3773

Saturday, November 19, 1966

Organization represented	*Representatives*
American Camping Association	Howard G. Gibbs, national president; Ernest F. Schmidt, executive director; John J. Kirk, chairman, National Standards Committee; Hattie Smith, chairman, National Legislation Committee.
Association of Private Camps	Edwin Shapiro, New York.
Boys' Clubs of America	David F. Wynn, New York City.
Boy Scouts of America	Russ Turner, New Brunswick, N.J.
Camp Fire Girls	Ruth Ann Sandsted, New York City.
Chicago Association of Private Camps	John Jordan, Chicago, Ill.
Christian Camps and Conference Association International	Jack Franck, Washington, D.C.
Community Camps	Thelma Stinson, Columbus, Ohio.
Girl Scouts of the U.S.A.	Madeline Murphy, New York City.
National 4–H Programs, U.S. Department of Agriculture	Marilyn Meyer, Nassau County, N.Y.
National Society for Crippled Children and Adults	Lois J. Hardt, Chicago, Ill.
National Council of Churches of Christ	C. Frederick Messinger, Philadelphia, Pa.
New York Section, American Camping Association	Helen Haskell.
Salvation Army, The	Herman Prescott, New York City; Robert Bearchell, New York City.
Young Men's Christian Association	Howard Dunting, New England area.
Young Women's Christian Association	Elizabeth Boyd, New York City.
Senator Abraham Ribicoff's office	Wayne Granquist, administrative assistant to Senator Ribicoff.

APPENDIX C–1

STATE REGULATIONS FOR ALABAMA-MISSOURI

State	No applicable legislation	Direct legislation	Enabling legislation	License	Permit	Registration	Annual inspection required	Fee	Enforcing agency
Alabama			X						H.
Alaska			X		X				HW.
Arizona			X	X				$25	H.
								10	
Arkansas			X						H.
California			X			X			H1.
Colorado			X	X			X		B.
Connecticut			X			X			H1.
Delaware			X		X		X		H.
Florida			X		X		X		H.
Georgia	X								
Hawaii	X								
Idaho	X								
Illinois			X						H1.
Indiana	X								
Iowa	X								
Kansas			X				X		H1.
Kentucky			X				X		H.
Louisiana	X								
Maine		X		X			X	10	H.
Maryland	X								
Masssachusetts		X	X	X			X	3	H.
								.50	
Michigan			X	X			X		W.
Minnesota			X		X		X		H.
Mississippi	X								
Missouri	X								

NOTES

[CODE: H. Health Department; W. Welfare Department; HW. Health and welfare; and B. Board of Standards of Child Care.]

1—local department enforced regulations.
2—paid annually for 1 or more camps.
3—for those camps joining a voluntary program.
4—day camps serving children under 7 years of age.

APPENDIX C–2

STATE REGULATIONS FOR MONTANA–WYOMING

State	No applicable legislation	Direct legislation	Enabling legislation	License	Permit	Registration	Annual inspection required	Fee	Enforcing agency
Montana			X			X			H
Nebraska			X		X		X	$10	H
Nevada	X								
New Hampshire			X	X			X	20	H
New Jersey	X								
New Mexico	X								
New York			X		X				H1
North Carolina			X		X		X		H
North Dakota	X								
Ohio			X		X		X		H1
Oklahoma	X								
Oregon	X								
Pennsylvania		X	X			X	X	10	H
Rhode Island			X	X				10	H
South Carolina			X		X		X		H
South Dakota	X						X3		H
Tennessee	X								
Texas	X								
Utah	X								
Vermont			X	X			X	5	H
Virginia			X		X		X		H
Washington			X			X			H1
West Virginia			X		X		X		H
Wisconsin			X	X4			X4		H
Wyoming			X		X		X		W4 H

NOTES

[CODE: H. Health Department; W. Welfare Department; HW. Health and Welfare; and B. Board of Standards of Child Care.]

1—Local department enforced regulations.
2—Paid annually for 1 or more camps.
3—For those camps joining a voluntary program.
4—Day camps serving children under 7 years of age.

Our next witness is Mr. Russell A. Turner, director of Camping and Conservation Service, Boy Scouts of America.

STATEMENT OF RUSSELL A. TURNER, DIRECTOR, CAMPING AND CONSERVATION SERVICE, BOY SCOUTS OF AMERICA, NEW BRUNSWICK, N.J.

Mr. TURNER. Mr. Chairman, and members of the committee, I appreciate being here.

Mr. DANIELS. You are from the Garden State, New Jersey.

Mr. TURNER. Yes.

I will read this statement and I will have in some spots additional comments.

Mr. DANIELS. You may proceed.

Mr. TURNER. The Boy Scouts of America has carefully studied both of the bills related to youth camp safety and known as:

1. H.R. 17131: Introduced in the House of Representatives May 8, 1968, by Mr. Daniels, known as Youth Camp Safety Act.

2. H.R. 17307: Introduced in the House of Representatives May 15, 1968, by Mr. Rosenthal, and known as Youth Camp Safety Survey Act.

We are concerned for the safety, health, and welfare of youth and as evidence of this present the following introductory statement:

SCOPE OF CAMPING IN THE BOY SCOUTS OF AMERICA

The Boy Scouts of America is chartered by Congress and reports to this body each year. We have an obligation to provide a specific program with established purposes and methods to every boy of the Nation.

In this, I think we are possibly unique, and this is one of the reasons why we felt that our good friends of the ACA should not speak entirely for us, and that we had an obligation in this case under the charter to make our feelings known here.

Camping and outdoor activity is scouting's "hallmark." It is the heart of our program and the reason why boys join. It differs from camping by other groups.

Troops and patrols camp together under chartered and provisional adult leaders and with boy leadership clearly identified. Camping and hiking is required for advancement.

The program is year-round with short- and long-term experiences, hikes and campways BSA with over 2,000 group campsites, identified across America, which are used by traveling groups.

Adequate standards to safeguard its members in outdoor activities were established early in scouting's history. These are defined in:

(1) "Policies and Standards" and "Guide to Good Camping."

(2) Analysis and rating—par 100 with precamp inspection.

These are supplied in a kit. Mr. Krivit already has a copy.

In our fixed camps, we have standards established for the campsite, its use and operating program practice, personnel, training, health, safety, and sanitation. These are supported in a bundle of literature that I won't impose on you. It would be a foot high. These are the essential parts.

Mr. DANIELS. They will be filed with the subcommittee.

Mr. TURNER. Training plays an important part in establishing program effectiveness. Troop leaders are trained. Regional conferences and seminars are conducted to train council camping committees.

National camping schools are conducted for camp staff members with four in the winter, 14 in the spring and a total participation annually of 1,700 to 2,000 in the following special areas:

Management: Program—scoutcraft, campcraft, field sports.

Aquatics: Swimming, life saving, boating, canoeing, safe swim defense.

The Boy Scouts of America is chartered in 507 councils. These people are charged with responsibilities for maintaining standards in the program.

We have trained this spring 36 men who are leaders of camping in the State of Hawaii. I am sorry Mrs. Mink left.

Mr. DANIELS. Mrs. Mink had to leave because of the importance of an appointment she had at 11:30, but she has a copy of your statement, and she will be furnished with a copy of your testimony.

Mr. DENT. She has also marked a question for me to ask you.

Mr. TURNER. Fine.

In these training sessions, which are a week long, we cover all phases of camp management. These are conducted by nationally trained key staff people assigned for that specific job.

Working with me is a staff of seven trained camping people who give year-round guidance. We have a corps of eight trained camp

engineers who serve local councils by providing the know-how that is needed.

We have an additional staff of three men in our health and safety service who are health and safety experts, both on land and in the water.

In our 12 regions of the country, we have an employed staff of 100 men who are working with these 507 local councils, and these men, without invitation from local councils, inspect our 640 camps annually, using the standards which are submitted in evidence here.

Our camps handle 750,000 boys in long-term camping a year. We are dealing with about a million and a quarter boys on a short vacation basis.

Local councils are staffed with 3,800 professionally trained men. These are supported by volunteers and health and safety committees which total 10,000 men nationally, and in our local council camping committees, we have a roster of about 16,400 volunteer people who become to a greater or lesser degree competent in this field of administering our program.

We administer a tour permit system for traveling, and this is outlined in a pamphlet I have here, and the entire procedure for traveling camps in a booklet entitled "Tours and Expeditions," which is our guideline for safe travel camps.

About a half a million boys and leaders are on the road. You mentioned, Mr. Dent, that this is big business. With just the Boy Scouts on the road, we know from permits we issue that there are about a half million boys and leaders traveling and making use of all types of both public and private facilities and our own camps as they tour America.

The Boy Scouts of America believe in adequate standards to safeguard children in camping and we provide for this in our annual program.

This is a year-round task in which over 125 trained and experienced national staff members give guidance to local people.

The Boy Scouts of America works cooperatively with many national and local agencies and organizations, including the American Camping Association.

However, as I said before, because of our chartered responsibility, we feel we ought to make the following comments on these two bills:

With reference to H.R. 17307, the Survey Act, the Boy Scouts of America believes that the intent of this bill should be carried out before action is taken on H.R. 17131.

It seems to us that the current facts secured should be known and appraised in order to make the right decisions regarding the disposition of the Youth Camp Safety Act.

We recommend that another section be added to H.R. 17307 which will authorize the Secretary to establish an advisory council, as in section 9 of H.R. 17131.

For the purpose of the survey authorized in this bill, we suggest that the following be deleted from section 2, page 9, lines 8 and 9, and that phrase is "Particularly the promulgation of youth camp safety standards," which at that point isn't relevant, we would think.

Now, with reference to H.R. 17131: The Boy Scouts of America endorses without question the intent and purpose of this bill.

We support the proposal that States define and administer camping regulations and standards with the assistance and leadership provided by Federal help.

We resist the use of Federal funds to implement this program.

In section 3, we make these comments: We recommend that the length of time be defined as "5 consecutive days or more."

We agree to the need for minimum safety standards for travel troops, but suggest a provision for qualified agencies to certify their own travel camps.

We have worked out in the State of Michigan a working relationship with the State and its administration with reference to camping, with an opportunity for local councils to qualify to certify their own travel and independent camps.

We believe that this statement in section 3, item C, we believe that this statement is too definitive.

In its present form, the Secretary of Health, Education, and Welfare would be required by law to establish standards in the listed areas.

We recommend that this section be worded as follows:

> The term "Safety Standards" means criteria related to the safe operation of youth camps so as to protect the safety, health and well-being of youth while living in camp and participating in its program.

The wording permits the Secretary to call on the experts of the Advisory Council on Youth Camp Safety (section 9) to establish essential minimum standards with flexibility essential to meet the needs of all types of camps.

We believe that section 3 on definitions should include a glossary of camping terminology and that the special terms related to the Boy Scouts of America be included, primarily because we have a jargon that is a little different. Our exposure to the State people who come in and look the camp over—confuses them. This glossary of terms would help them to understand.

In grants to States, we resist the application of Federal subsidy, preferring to have Federal standards voluntarily accepted by States because of the States' wholehearted concern for the welfare of youth.

(*a*) The Boy Scouts of America offers its services and the experience of 58 years in camping to assist, with others, including the American Camping Association, in the preparation of essential standards.

Section 6, State plans, we make these observations:

(*a*) Camping is not a welfare program and therefore should not be handled by a welfare agency.

It is essential that administrators of standards be carefully selected, experienced, and trained for this special assignment.

This is in support of the statement that ACA has made.

(1) We do not believe that this procedure should include licensing of camps, and in this we refer to licensing by paying a fee, and maybe this is a little phraseology that ought to be made clear here.

If licensing without a fee is made part of the program, that is all right, but in some States we are paying fees—every time a Boy Scout troop goes out on a long-term camp it costs $10 in the State of Pennsylvania.

Mr. DENT. I didn't even know that.

Mr. TURNER. Yes, sir.

Mr. DENT. We will have to do something about that.

Mr. TURNER. It is important that we do not confuse in the eyes of the public the State minimum standards with those established by the agencies like the Boy Scouts of America serving youth and the American Camping Association whose standards are often higher than minimum.

There ought to be some way to differentiate between this kind of recognition.

We subscribe to this clause, and that is item 4 under section 5, and offer the assistance of the Boy Scouts of America to provide a competent person to work with the advisory committee in each State.

On the Advisory Council on Youth Camp Safety, we make this comment: We recommend and will be glad to offer our assistance.

Just in closing, Federal legislation if enacted should provide for a maximum of flexibility. It should rely heavily on the ability, understanding and judgment of the Advisory Council to establish minimum regulations that will permit flexibility in the program and at the same time carry out the intent of the bill to assure a safe, wholesome camping experience for youth.

I would say, to sum this up, that we support the intent of the bill, and have no other position we could take, because we have inflicted it on ourselves.

Mr. DANIELS. Mr. Turner, thank you very much for a very fine statement. We want to compliment the Boy Scouts of America for the excellent work that they are doing on behalf of our young boys in providing outstanding outdoor recreations and facilities as camps, not only for pleasure, but also to improve bodies and minds of our youths.

Your organization does an outstanding job in this area. I am fully familiar with the work that is done, and have given my assistance on many, many occasions.

Mr. TURNER. Thank you, sir.

Mr. DANIELS. Mr. Dent, any questions?

Mr. DENT. I give more assistance than you do. I have seven grandchildren and pay for them.

Do the Girl Scouts belong to your outfit?

Mr. TURNER. They are separate. We work with them, of course.

Mr. DENT. They concur in your position?

Mr TURNER. I don't speak for them, but I am inclined to believe they are in complete harmony with what ACA has reported and would not differ seriously with anything we have said here that might in some small respect differ from ACA's position.

Mr. DENT. The question of licensing isn't whether licensing is desirable or not, but whether there would be an abuse of it by charging fees that would make it a hardship, especially when youth camps, and Boy Scout camps, too, are intended to be operated on a nonprofit basis. Therefore, I would think in the discussions of the committee, much consideration will be given to the future of licensing, more or less as a policing operation rather than as a function to create revenue of any kind toward the operation of the camps or the inspection of the camps or the running of a department.

I think this is something that ought to come out of the general taxation of a State and its general funds, rather than try to make it a self-sustaining bureau within the State or community, if it gets down to the local communities.

I am sure that the chairman will keep in mind our position on licensing, and I hope I am reading it right, based entirely on the position of whether or not it is licensing for the purpose of policing the operation rather than of a revenue or cost operation to try to meet or defray the expenses of the State.

I am pretty sure that we will come to a reasonable conclusion on it.

Mr. TURNER. Mr. Chairman, you talked with Mr. Schmidt a little bit about the expansion of camping, and I can give you a little bit of an idea what we are facing.

We have just launched a program that intends to make a more serious penetration into all segments of our communities, underprivileged and so on, and we are predicting right now that by 1976 we are going to have to be able to build 300 additional 200-boy camps, and add a thousand what we call "troop campsites" on our present properties.

Additional acreage of land will be needed to do this.

We now own in the Boy Scouts of America half a million acres. They are represented by some 1,002 or 1,003 Scout camps, so with us, this is pretty big business, and a serious business, and we have a staff that is dedicated, and this is one of the reasons why I am here.

Mr. DANIELS. You operate these camps in all the States of the Union?

Mr. TURNER. That is right, sir; and transatlantic, in Japan, the Far East, wherever there are Boy Scouts of America, we have camps.

Mr. DANIELS. Do you have a question for Mrs. Mink?

Mr. DENT. That is the question Mrs. Mink was interested in having me propound to you, the question of why the opposition to licensing, but I am satisfied that she will be satisfied with your position.

Mr. DANIELS. Thank you very much.

That concludes today's hearings. We will meet at the call of the Chair.

(Whereupon, at 11:35 a.m. the select subcommittee adjourned subject to the call of the Chair.)

(The following material was submitted for the record:)

TESTIMONY OF HON. JOSHUA EILBERG, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. Chairman, thank you for the opportunity to testify on H.R. 13960, which I sponsored.

The aims of this measure are simple, as stated in its preamble, "To provide Federal leadership and grants to states for developing and implementing state programs for youth camp safety standards."

The "Youth Camp Safety Act" is designed as a protective measure—to protect our most precious possession and resource—our youth.

This proposal should not be considered an indictment of present and existing camps; it is not intended as such. This intention is to provide minimum safety standards to protect the young people; to give peace of mind to parents, the knowledge that their Federal Government and their state governments are concerned.

Basically, it authorizes the Secretary of Health, Education, and Welfare to draw up a set of minimum safety standards. Further, it authorizes the Secre-

tary to give to the states with plans 50 percent of the cost of developing such safety programs.

In 1966, 17 states had laws requiring camps to be licensed and providing annual inspection; 27 states had regulatory programs concerned with children's summer camps.

The passage of H.R. 12083, I feel, would encourage other states to take constructive action. This would be a boom to camping and another manifestation of the Congress exercising its responsibilities.

STATEMENT OF HON. JOSEPH G. MINISH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. Chairman and members of the subcommittee, I am grateful for this opportunity to present my views to you in support of H.R. 17987, my bill to provide Federal leadership and grants to the States for developing and implementing State programs for youth camp safety standards.

This legislation provides for the establishment of Federal standards for youth camp safety to be formulated by the Secretary of Health, Education, and Welfare after consultation with representatives of the States, private persons, and organizations concerned with youth camping and camp safety. The development of State programs would be encouraged to insure compliance with Federal standards. Camps meeting the standards would be encouraged to publicize that fact in order that parents and others seeking camps for their children might be assured objective and minimum standards of health and safety are in force at the camp of their choice.

Today approximately 6 million youngsters attend camps throughout the United States each year. While I am convinced that the majority of these camps operate under the highest standards for the welfare and safety of their charges, there have been numerous reports and complaints of less than adequate facilities, unqualified personnel, lack of safety regulations, etc. Moreover, there exists no reasonable and uniform criteria by which a parent can evaluate a particular camp. More than one third of the States provide no regulations whatsoever concerning safety standards, qualifications of counselors, or sanitary codes. Unfortunately my own State of New Jersey falls into this category. Other states do regulate various aspects of camp activity, but these regulations differ considerably in scope and in administration.

Mr. Chairman, the Youth Camp Safety Act you are considering is simple and straight forward. It provides for no addition to the Federal bureaucracy and does not authorize an undue amount of money. Rather, it is a reasonable attempt to establish equitable safety standards for youth camps. Simply put, it would mean that a parent seeking a camp for his child would have a clear, readily available test. Does the camp in question meet Federal Safety standards, or does it not? Surely this is the least we can do to assure a safe and healthy camping environment for our children. I respectfully urge your favorable consideration of H.R. 17987 the Youth Camp Safety Act.

U.S. SENATE,
Washington, D.C., July 23, 1968.

Hon. DOMINICK V. DANIELS,
Chairman, Select Committee on Education,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: It is my understanding that the Select Committee on Education will be considering the Youth Camp Safety bill beginning July 25th.

I would like to state my wholehearted support for this legislation. Too often and for too long our children have risked the perils of bodily harm because of inadequate laws regulating the safety features of camps.

To me, it seems a simple thing to insist that camps have qualified and experienced people participating in their programs and that uniform and practical safety measures be the normal operating procedure.

I hope your Subcommittee sees fit to report this legislation as soon as possible for I believe the need for it is so great.

With kind regards.

Sincerely yours,

THOMAS J. DODD.

STATEMENT OF HON. THEODORE R. KUPFERMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman and gentlemen, I am appearing in support of my bill, H.R. 10628, introduced on June 7, 1967, entitled the "Youth Camp Safety Act." This bill is similar to Senate bill 1473, introduced by Senator Ribicoff of Connecticut.

The purpose of my bill, which is also similar to H.R. 17131 introduced on May 8, 1968 by Messrs. Daniels, Perkins, Thompson of New Jersey, Dent, Hawkins, Scheuer, Howard, and Holland, is to establish a joint Federal-State program to insure the safety and welfare of children attending camps during the summer.

The proposed "Youth Camp Safety Act" could provide the parents of some 6 million campers with assurance that the camp they select for their children meets minimum Federal standards of health and safety.

It has been estimated that almost half of the Nation's approximately 15,000 day, resident and travel camps have no camp safety regulatory programs—either State or private—or do not enforce them. According to the American Camping Association, a major leader in promoting camp safety, only 26 States have some kind of safety programs and many of these meet only basic safety standards.

By and large, if such a situation is not frightening to the parents who choose the camps it could easily be for their children who attend such camps that do not adhere to even minimum standards of safety.

Safety Council statistics, although necessary for a basic awareness of camp accidents that affect the child physically, do not reflect the emotional damage that a child can suffer as the result of any number of conditions, such as insufficiently trained or immature personnel, brought about by inadequately supervised or implemented safety regulation programs.

One reason for Federal intervention is that children are often sent to camps in other States where parents have no way of knowing whether local laws give sufficient protection.

I want to commend the leadership in camp safety made by independent camp associations and organizations such as the American Camping Association, the Christian Camp Association, the Association of Jewish Sponsored Camps, Inc., the American Association of Private Camps, the Boy Scouts of America, the Red Cross and the National Safety Council. My proposed legislation is not directed at such groups that have provided exceptional leadership and high standards, but against unaffiliated and non-accredited camps that violate even the minimum standards of health and safety.

According to Dr. John Kirk, chairman of the American Camping Association's National Standards Committee, such legislation is long overdue. It is a first step and a very important one and will contribute significantly to providing a safer milieu among all camps operating in 50 States.

The New York Times in an editorial on July 15, 1967, endorsed the bills introduced by Senator Ribicoff and myself (see Congressional Record of July 24, 1967 at page 810149). I am hopeful that this committee will take similar action.

O